

STUDY
COMMISSION
REPORTS

File # 100



EDUCATION
IN
NORTH CAROLINA

Today and Tomorrow





Digitized by the Internet Archive
in 2013

EDUCATION IN NORTH CAROLINA TODAY AND TOMORROW



The Report Of The State Education Commission

PERSONNEL OF THE STATE EDUCATION COMMISSION

R. Grady Rankin, <i>Chairman</i>	Gastonia
Jule B. Warren, <i>Vice-Chairman</i>	Raleigh
Mrs. R. S. Ferguson, <i>Secretary</i>	Taylorsville
Dudley W. Bagley	Moyock
A. Edward Brown	Durham
C. S. Bunn	Spring Hope
Carlyle Campbell	Raleigh
M. C. Campbell	Newton
Chas. F. Carroll	High Point
Bertha Cooper	Elizabeth City
James J. Harris, Jr.	Charlotte
Clarence Heer	Chapel Hill
Brandon P. Hodges	Asheville
H. W. Kendall	Greensboro
Edwin Pate	Laurinburg
J. C. Scarborough	Durham
Richard G. Stockton	Winston-Salem
John W. Umstead	Chapel Hill
W. H. Plemmons, <i>Executive Secretary</i>	Chapel Hill

September 24, 1948

Honorable R. Gregg Cherry
Governor of North Carolina
State Capitol
Raleigh, North Carolina

Dear Governor Cherry:

Authorized by the General Assembly (Chapter 724 of the Session Laws), the State Education Commission was appointed by you "to study all educational problems to the end that a sound overall educational program may be developed in North Carolina." The Commission conceived it to be its duty to recommend to you, the General Assembly of 1949, and the citizens of the state both the immediate and less immediate steps which should be taken to improve the program of public education in North Carolina. Some of the steps, as indicated in this report, are not only urgent but must be cared for before other steps can be taken.

The Commission created fifteen study and advisory committees of about twenty members each—approximately three hundred in all—to deal with every phase of public education. Each of these committees, consisting of prominent lay and educational leaders of the white and Negro races from all parts of the state, was advised by nationally-known out-of-state specialists in the area of that committee's concern. In addition, many officials and thousands of citizens from all walks of life have cooperated in a most wholesome way. It is estimated that some fifty to sixty thousands citizens have contributed in one way or another to this study. To these, the committee members, the consultants, and the members of various state departments, we wish to express our sincere thanks and deep appreciation for the very valuable service they rendered.

The committees and consultants, operating under the immediate direction of the office of the Commission, launched intensive investigations, using appropriate research procedures. Each committee prepared for the Commission a report describing the procedures employed and setting forth the major findings. Each report concluded with recommendations developed by the com-

mittee and modified through coordinating conferences. The sixteen chapters in the second part of the complete publication are the reports made to the State Education Commission by the fifteen study and advisory committees. (The two chapters on State and Local Organization and Administration were prepared and presented by the same committee.)

The members of the Commission studied these reports, while in preparation and after completion, pondered the recommendations and their implications, approved, disapproved, or modified the recommendations, drawing from the committee reports and their own discussions the official report presented herewith. So continuous was the contact and so close was the consequent agreement between the Commission and its study and advisory committees that the sixteen sections of the official report may well be looked upon as digests of the sixteen reports of the committees.

In conclusion, as the Commission submits the results of its labor, it desires to express its appreciation of this opportunity to serve the people of North Carolina. The members of the Commission will feel doubly rewarded if their recommendations so commend themselves to the General Assembly and the citizens of the state that, during the legislative session of 1949 and the sessions immediately following, the recommendations will be translated into law and thereby be written into the lives of the children whom the Commission has aspired to serve.

Respectfully submitted,

R. Grady Rankin, *Chairman*

Jule B. Warren, *Vice-Chairman*

Mrs. R. S. Ferguson, *Secretary*

Dudley W. Bagley	Chas. F. Carroll	H. W. Kendall
A. Edward Brown	Bertha Cooper	Edwin Pate
C. S. Bunn	James J. Harris, Jr.	J. C. Scarborough
Carlyle Campbell	Clarence Heer	Richard G. Stockton
M. C. Campbell	Brandon P. Hodges	John W. Umstead

In this volume will be found a description of public education in North Carolina both as it is and especially as it ought to be, for, as some one has appropriately said, the schools of North Carolina need today not so much a review of their history, interesting as that may be, as they do a program for the future. It is to this future that the State Education Commission now calls the attention of the citizens of North Carolina.

The Commission proposes herein, then, an educational program for both today and tomorrow, urging that which is immediately urgent without forgetting its duty to shed a long leading light along the educational path the state should follow. For it is

FOREWORD

written that men's reach should exceed their grasp and where there is no vision the generations perish.

The safest, best, and perhaps only wise legacy we can leave our children is a good education. The challenge of our children and our children's children is the future of their schools. By what judgment they judge we shall be judged. So it behooves us all to take the long look forward, and fall into stride with Aycock: "I would have all our people believe in their power to accomplish as much as can be done anywhere on earth by any people." To the extent that they measure up to his aspiration they will bring to realization Aycock's dream of "the equal right of every child born on earth to have the opportunity to burgeon out all there is within him." They will accept gladly and act on the words of McIver: "People—not rocks and rivers and imaginary boundary lines—make a state; and a state is great just in proportion as its people are educated."

ACKNOWLEDGEMENTS

In addition to the 300 committee members, the 24 consultants, the 15,000 to 20,000 teachers and their representatives, the thousands of school pupils and college students, the 50,000 to 60,000 lay citizens, and the members of the various state departments—to whom our thanks are expressed again—we wish to acknowledge our great indebtedness to the Knapp Foundation of New York for the grant of \$100,000 which it made available for our work. This grant, added to the state appropriation of \$50,000, made it possible for the Commission to carry on a more thorough and comprehensive study than would have been possible otherwise.

We express to the Knapp Foundation and its representatives the gratitude and hearty thanks of all North Carolinians.

THE COMMISSION.

TABLE OF CONTENTS

		<i>Page</i>
Personnel of the State Education Commission		2
Letter of Transmittal		3
Foreword		5
Acknowledgements		6
	<i>(Illustration)</i>	<i>(Context)</i>
Resources	28	29
Instructional Program		32
Elementary Education		37
Secondary Education		41
Vocational Education		45
Education of Handicapped Children	11	50
Adult Education	13	52
Instructional Materials		55
Pupil Personnel and Personnel Services	12	58
Instructional Personnel	14, 15, 16	62
Teacher Education		66
Pupil Transportation	21	70
School Plants	22	74
State Educational Organization and Administration	18	78
Local School Organization and Administration		83
Financial Program for Public Education	24, 26	89
Minimum Foundation Program	9, 23	90
Special Recommendation		95
Minority Report or Alternate Plan		96

ARE OUR SCHOOLS PROVIDING THE SERVICES AND FACILITIES OUR CHILDREN NEED ?



*Bill will go to College
Jim wants to be a Mechanic*

*Mary will be a Housewife
Jane wants to be a Secretary*

TO WHAT MINIMUM EDUCATIONAL ADVANTAGES IS EVERY CHILD ENTITLED?

A competent teacher interested in him as a person.

A building that provides a safe, sanitary, comfortable, and attractive school home.

Safe, dependable, and comfortable transportation to and from school if he lives beyond reasonable walking distance.

Experiences in school that will develop in him the skills and attitudes and understandings that he and society need.

Personal guidance and opportunities to develop the special interests and abilities he may have, such as music, art, and mechanics.

We should guarantee and provide a well-rounded, balanced program of minimum essentials determined by the needs of children, youth, and adults.

ARE THE OFFERINGS OF OUR SCHOOLS ADEQUATE?

Offerings of too many schools are too limited to meet the needs of our children and youth.

The majority of our high schools limit their programs to the five academic fields—English, mathematics, social studies, science, and foreign languages.

Approximately one out of four of our high schools offers no home economics, and one out of two offers no health instruction.

Agriculture is available in only six out of ten of our schools, typewriting in six out of ten, shorthand in two out of ten. Elementary bookkeeping is available in only 15 per cent of our schools, music in 10 per cent, industrial art in 10 per cent, art in 4 per cent, diversified occupations in 4 per cent, and distributive education in 2 per cent.

Offerings in art, music, science and health are lacking in the majority of the elementary schools.

Schools should provide courses which meet the needs of our children and youth.

WHAT DO TEST RESULTS REVEAL ABOUT THE ACHIEVEMENT OF OUR CHILDREN?

City children achieve at a higher level than rural children, and white children at a higher level than Negro children. City children have more qualified teachers, more supervision, more regular attendance, and better buildings and equipment than do rural children. Where more adequate provisions are made for buildings, equipment, materials and supplies, well-trained teachers, and professional leadership, children make more satisfactory progress in school.

The minimum foundation program will offer more equal educational opportunities to all of our children.

WHAT SPECIAL EDUCATIONAL SERVICES SHOULD THE STATE PROVIDE FOR HANDICAPPED CHILDREN AND YOUTH?

Suitable classroom work for those whose needs can be met in regular classes.



Special classes or centers for those who require special attention.

Transportation facilities to special classes or centers.

Instruction for home-bound and hospitalized children.

Clinical services for behavior problems.

Progressive improvements in the programs of schools for the blind, the deaf and dumb, the mentally unsound, the cripples, and the morally delinquent.

According to evidence there are at least 60,000 handicapped children in our state. Only ten

or twelve out of every hundred are receiving the attention they need.

Unless a school system gives handicapped children opportunities for development equal to those provided for other children, it is not meeting its obligation.

ARE OUR CHILDREN STAYING IN SCHOOL?

THEY ARE NOT

It is estimated that we lose five or six out of every hundred of our elementary children each year, that only one-half to two-thirds of those who enter the first grade finish the eighth.



Only half of those who enter high school stay until they graduate. This loss to the state cannot be estimated.

Among the reasons given by parents and teachers for these losses are (1) failure of school to provide offerings and services to meet needs of all children and youth, (2) poor attendance enforcement, (3) inadequate guidance services.

We should provide such services to our children and youth as will meet their varied needs and thus keep them in school.

IS ADULT EDUCATION A RESPONSIBILITY OF THE STATE?

In 1937 the General Assembly passed a law "to provide for a program of adult education as a part of the state public school system" and appropriated funds for carrying out its provisions.



As a result many thousands of adults received instruction or took part in forum discussions.

The educational needs of adults are as varied as are those of youth. Many need to learn to read, write, and cipher. Many more need schooling in family life and parenthood, citizenship, vocations, and general culture.

In 1949, one out of every seventeen persons over twenty-four years of age had not reached the second grade. One in five had not reached the fifth grade. Four in ten had not reached high school. About four in five had not entered college.

Selective service, World War II, rejected over twelve per cent of all those called from North Carolina because they could not read or write as well as the average child at the end of the fourth grade.

A broad program of adult education should start immediately.

ARE WE PROVIDING ENOUGH CAPABLE TEACHERS FOR OUR CHILDREN?



WHAT IS OUR MOST SERIOUS EDUCATIONAL PROBLEM?

Undoubtedly our most critical school problem is that of providing enough qualified teachers for our white elementary schools.

We need now more than 3,000 white teachers to take the places of those who are now teaching without proper training or who have married or retired, and to reduce the number of children in each class to 30.

Teacher education institutions graduated last year only 199 white persons who are qualified to teach in the elementary schools and only about 150 of these began teaching this fall.

How, then, are we going to provide enough teachers? We cannot get them from states which pay more. Nine out of ten college sophomores do not plan to teach because of low salaries. Other reasons they listed for not choosing to teach are poor

equipment and facilities, not enough retirement allowance, too many pupils in a class, lack of normal social life, bad working conditions, unpleasant living conditions, and unfair adult attitudes.

We must make teaching more attractive to teachers. We shall have to raise salaries and improve other conditions if we are to secure enough well qualified teachers for our children.

SHOULD WE CONCERN OURSELVES WITH IMPROVED WELFARE FOR OUR TEACHERS?

Any state that fails to make adequate provision for teacher welfare is failing in its obligations to its faithful employees.

Sick leave is necessary for the health of both pupils and teachers.

Leaves of absence make professional growth possible.

Attendance at professional meetings results in new interests and better teaching.

Retirement benefits promise security and produce contentment.

HAPPY TEACHERS ARE BETTER TEACHERS.



We should make provision for welfare conditions that will keep our teachers happy, healthful, professionally alert, and interested.

WHAT IS A GOOD TEACHER WORTH?

No community can pay enough for a good teacher's influence on a child.

Nine studies were used to determine a fair salary for beginning teachers—who are college graduates—with this result: an average of more than \$2500 for ten months of service. North Carolina citizens say the figure should be between \$2400 and \$2500.

We cannot get and keep good teachers unless we pay more than we are paying today. North Carolina can and should pay more.

The Commission recommends at least \$2400 for ten months of service for beginning teachers and from \$3600 to \$3900 for those who have taught twelve or more years.

**SHOULD ALL TEACHERS HAVING THE SAME TRAINING
AND EXPERIENCE RECEIVE THE SAME SALARY?
IF NOT, HOW SHALL WE DECIDE WHO IS TO
RECEIVE MORE AND WHO IS TO RECEIVE LESS?**

Today a teacher's worth to children, as shown by her salary, is measured by amount and kind of training and by teaching ex-



perience. Yet we know that among teachers having equal training and experience some can do more for children than others.

A preliminary study, measuring the worth of teachers by their success in making good changes in children, indicates that a better method of measuring the true worth of a teacher can be developed.

The Commission recommends, therefore, a continued investigation in an effort to find a fairer formula for determining the amount of a teacher's salary.

**HOW MANY PUPILS CAN A TEACHER EFFECTIVELY
TEACH?**

A teacher can "keep school" for a room full of children, but she cannot teach them. Even a good teacher can teach only the "front half" of her class if it is too large.

School children are people, not things. Each child is different from any other, and each child needs personal and individual attention.

In nearly a third of the elementary classes today our teachers cannot possibly give individual attention. Thousands of our teachers report that they have from 40 to 60 children in their rooms.

Two of every three parents asked think the class size in our elementary schools should be between 25 and 29 pupils. About half of them feel that classes in high school should not be larger than 29.

The Commission recommends that all classes be reduced as soon as possible to 30 pupils or fewer.

DO WE PROVIDE OUR TEACHERS WITH ENOUGH SPECIAL ASSISTANCE?

The answer is "No." Here are the facts: We employ more than 25,000 teachers but the state provides only FIVE special supervisory assistants for all elementary grades and only TWO for high school grades—SEVEN in all for more than 25,000 teachers.

Eighty-five counties and sixty-four cities do not provide even one supervisor of instruction.

Superintendents and principals have little time for supervision. Not all of them are trained to supervise. Their time is taken up with routine administration and classroom teaching.

A good teacher will profit some from a well-trained, carefully-selected supervisor; a poor teacher will profit greatly. Every teacher needs some assistance.

The Commission recommends that adequate supervisory assistance be provided.

HOW WELL ARE OUR SCHOOLS ORGANIZED AND ADMINISTERED ?



WHAT IS THE GREATEST WEAKNESS IN THE ORGANIZATION AND ADMINISTRATION OF OUR STATE SYSTEM OF PUBLIC EDUCATION?

IT IS DIVIDED RESPONSIBILITY.

Although our State Constitution says that the elected State Superintendent of Public Instruction shall be the executive head of the school system, the Controller of the State Board of Education, appointed by the board, is by law the executive officer of the board for all matters of business management and fiscal affairs. No system can operate well with two heads!

This system of dual control leads to confusion and misunderstanding. Our people do not know just exactly who is responsible for what.

When we separate the educational administration of our school system from the management of its business affairs, we seriously affect the educational program.

Whoever is responsible for achieving the purposes of the educational system must have general direction of the means for achieving those purposes.

The superintendent should be the only executive officer of the State Board of Education.

HOW SHOULD THE STATE BOARD OF EDUCATION BE SELECTED, AND WHAT SHOULD BE ITS RESPONSIBILITIES?

The State Board of Education should be composed of ten laymen selected from the state at large. They should be broadly representative of the general public, and selected solely for their fitness and their interest in public education.

They should be appointed by the Governor, with confirmation by the General Assembly, to overlapping terms of ten years. Such a plan will not allow any one governor to control the board.

There should be no *ex-officio* members of the board, because such members cannot be selected primarily on the basis of fitness for or interest in public education.

Education is the most important function of the state. The board of education should be one of the most important agencies of the state.

It should be the only policy-making board at the state level for all phases of the public school system including teacher education and the special institutions for education of the handicapped. It should have only such legislative powers as may be given to it by the General Assembly, but it should exercise no executive functions. Executive responsibility for carrying out the policies of the board should rest with the superintendent.

The people of North Carolina should consider amending their constitution to authorize a reorganized state board of education to select, after 1953, a state superintendent of education to serve as its executive officer.

SHOULD THERE BE A UNIFORM PLAN FOR SELECTING OUR LOCAL SCHOOL BOARD MEMBERS?

At present there are various ways of selecting local board members.

Local boards of education are agencies of the state, responsible locally for a state function. They are not just another branch of local government responsible for an entirely local function. Great responsibility for the actual operation of schools must rest with the local board.

With sound instinct and good judgment the American people have developed state systems of education which provide for the administration of schools by professional educators under the policies and general control of local boards of laymen, broadly representative of the general public.

Experience of long years throughout the nation indicates that the most satisfactory method of selecting school boards is by popular election on a non-partisan basis from the unit at large. Terms of board members should be long and overlapping.

North Carolina should establish a uniform satisfactory method of selecting local boards of education.

SHOULD OUR STATE SUPPORTED INSTITUTIONS FOR THE EDUCATION OF TEACHERS BE ADMINISTERED BY THE STATE BOARD OF EDUCATION?

If we are to have an effective, economically, well-coordinated program of teacher education which will meet our needs, there must be over-all planning which will provide in quality and quantity the teachers needed.

In states where teacher-education institutions are administered by separate boards of education duplication of effort, overlapping of functions, failure to meet total needs, and uneconomical programs are the rule, not the exception.

We should place the three teachers colleges for whites, the three for Negroes, and the State College for Indians under one board, preferably the State Board of Education, to insure desirable coordination of functions and economy of administration.

HOW GOOD IS OUR SYSTEM OF GETTING OUR CHILDREN TO AND FROM SCHOOL?



ARE WE CARRYING OUR CHILDREN TO AND FROM SCHOOL AT A REASONABLE COST?

Our per pupil cost of transportation is the lowest of any state. Why? Sound business practices are used in our state purchase of busses. We operate county garages. Our bus equipment is standardized. Students drive most of the busses.

BUT we frequently save money at the expense of the welfare of our children. How? We create hazards to health and safety by overcrowding our busses. There are too few busses for our needs, making it necessary to use one bus for several routes. This practice causes children to meet busses by "lantern light," to wait too long at school, and to return home too late in the afternoon.

Though we transport our children economically, we do so in part at the expense of the physical and mental well-being of our children.

ARE STUDENT DRIVERS SAFE SCHOOL BUS DRIVERS?

Our records over a five-year period show that student drivers have had a lower accident rate than adult drivers. The safety record of school transportation in North Carolina is excellent. This is due largely to careful selection and training of drivers.

Properly selected and trained student drivers are safe drivers.

ARE WE PROVIDING ENOUGH SAFE, SANITARY, AND ATTRACTIVE SCHOOL HOUSES FOR OUR CHILDREN?



IS OUR NEED FOR SCHOOL BUILDINGS URGENT?

Thousands of school children in this state are attending badly over-crowded schools and thousands of these are being taught in buildings which are out of date, dirty, and unsafe.

It will require about \$150,000,000 to place all of our children in satisfactory school buildings. This crisis has been created by an increasing birthrate, retarded construction during the war years, and the lack of a state-wide plan for making sure that all children are housed in suitable school plants.

Our educational program will be greatly handicapped until enough of the right kind of school buildings have been built.

CAN OUR COUNTIES BUILD THE SCHOOL BUILDINGS NEEDED FROM LOCAL PROPERTY TAXES ALONE?

MANY COUNTIES CANNOT. A few, which can, have not.

The richest county in the state has 35 times as much wealth per teacher as the poorest county.

A satisfactory school plant is an essential part of a sound program of education.

If the state does not have enough of the right kind of school plants, much of the money spent for teachers' salaries is wasted.

The state must help the counties to build the school plants they need.

HOW CAN WE MAKE AN ADEQUATE MINIMUM PROGRAM OF EDUCATION AVAILABLE TO ALL OUR CHILDREN?



DOES THE STATE GUARANTEE A BALANCED AND ADEQUATE MINIMUM PROGRAM TO EVERY CHILD?

The state promises a nine-months school term for every child. State school funds can be used only for certain items of necessary school expense. Other necessary expenses must come from local sources.

The supervision of instruction, office assistance for school principals, costs of attendance services, costs of additional busses, and housing and equipment are essentials for which the state assumes no financial responsibility.

Some local school units have 35 times the ability of others to provide these essential items. They also vary in how hard they try.

The state does not claim to provide a balanced minimum program, yet there are no safeguards to see that local units supply the rest.

WHO SHOULD PROVIDE THE MONEY FOR OUR TOTAL PROGRAM OF EDUCATION?



The public schools belong to the people and necessarily are located close to them.

Local interest and support of education is necessary for good schools.

The state is responsible for guaranteeing equal minimum opportunities for all children.

The majority members of the Commission believe the financial support for public education should be the joint cooperative effort of the state and the local school unit.

HOW MUCH OF THE COST OF THE SCHOOLS SHOULD BE PAID BY EACH COMMUNITY?

We have a long and praiseworthy history of trying to provide a minimum program for all children regardless of race and place of residence.

We have a sound policy of taxing wealth wherever it is to educate the children wherever they are, for we collect our state taxes at uniform rate schedules.

The financially strong should pay more than the weak, but all should exert at least a minimum effort.

Every local community should help to support its schools. Eleven members of the Commission believe the amount of its support should be based on its capacity to pay, capacity being determined by a fair formula that cannot be juggled. The county with average wealth should pay, say, 10 to 30 per cent of the total cost and the state should pay the balance. The state and counties should spend at least enough to cover the cost of the balanced minimum program to which every child is entitled.

FOR WHAT SCHOOL EXPENSES SHOULD THE STATE BE RESPONSIBLE?

Education is a function of the state, partly delegated to local school units.

The responsibility for education remains with the state to be discharged according to the constitution and state laws.

The state is, therefore, responsible for all school expenses whether the funds used are state money or local money.

The state is responsible for seeing that combined state and local funds provide for all major items of school expenses, including instruction and supervision, buildings, new busses, and equipment.

HOW DOES NORTH CAROLINA COMPARE WITH OTHER STATES IN HER EFFORT TO SUPPORT SCHOOLS?

North Carolina has more children per family to be educated than the national average.

Her income is about half the national average but she spends per child about two-thirds of the national average.

In 1944-45 North Carolina devoted 1.88 per cent of her total income to current costs of public education, while the average of the nation was only 1.59 per cent.

In 1945 only thirteen states devoted a larger portion of their income to education than did North Carolina.

But, there are at least five other states that bear as large or a larger share of school costs out of *state* funds; there are other states that devote a larger proportion of state taxes to education; there are several other states that have a larger percentage of their population enrolled in school; and there are five southern states that have increased school support since 1940 to a larger percentage than has North Carolina.

The North Carolina finance plan should provide as comprehensive a program of education as its total resources will permit.

WHAT RECENT PROGRESS HAVE WE MADE IN FINANCING OUR SCHOOLS?

Our School Machinery Act was a courageous, decisive, and progressive step when it was adopted during the depression.



It limited the school services it provided because of a lack of money.

Since 1940 the plan has not operated to prevent a crisis in our schools.

Meanwhile, a number of other states have adjusted their school finance plans to meet changing and urgent needs.

Some have developed an index of taxpaying ability of local school units.

Several have defined a comprehensive and balanced foundation program which they guarantee to every child.

Many require joint support for schools at state and local levels, and also grant aid for school buildings according to local need and ability.

We should improve our School Machinery Act by defining and adopting a guaranteed minimum foundation program and by making it available to every child.

HOW WILL THE PROPOSED FINANCE PLAN WORK?

The legislature will decide what educational opportunities will be guaranteed to all of our children and will determine what these opportunities will cost. It will also decide what part of this cost the state will pay and what part the counties (and cities included) will pay.

Eleven members of the Commission propose that from 70 to 90 per cent of the total cost be paid from taxes collected by the state and from 10 to 30 per cent be raised locally.

For example, let us say that the state assume 90 per cent and the counties (including the cities) raise 10 per cent of the total cost.

To raise its 90 per cent the state will continue, as at present, to tax wealth wherever it is for all the children wherever they are. Since this is a sound and democratic tax policy, the same principle will apply to the counties (their cities included).

What part of the 10 per cent will each county (its cities included) raise? It will depend on the wealth or taxpaying ability of each county.

To measure the wealth or taxpaying ability of each county, data which cannot be juggled will be used. Those proposed are volume of retail sales, value of farm products, state income tax returns, number of persons gainfully employed in industry, and utility valuations.

When each county's share of the 10 per cent has been determined by this fair formula, each county will raise and spend its share.

The balance of the funds required to provide the educational opportunities guaranteed to every child will be made available by the state from its 90 per cent. Other things being equal, the poorer counties will receive a larger allotment of state funds than the richer counties.

This plan of financing schools has been tried in several states and found to work so well that it has been adopted permanently.

In a fair and just manner the proposed finance plan will assure the basic educational opportunities to all our children.

HOW CAN EDUCATION RAISE OUR STANDARDS OF LIVING?

We are very rich in natural resources — forests, seafoods, climate, scenery, soil types, and minerals.

We are also rich in human resources—men, women, and many, many children.

These natural and human resources, if properly understood, protected, and developed, will produce wealth for our citizens.

This wealth will raise our standard of living.

Our children must be taught what our resources are and how to protect and develop them.

Only education can provide the knowledge and skills needed to convert natural resources into useful articles.

The Commission recommends that the proper use of our resources be a part of our program of education.



EDUCATION IN NORTH CAROLINA TODAY AND TOMORROW

EDUCATION AND NORTH CAROLINA'S RESOURCES

What are the prospects for a higher standard of living and a better life generally in North Carolina? To answer this question five other questions must be answered.

First, how rich is North Carolina in natural resources? The sun, land, minerals, water, plant, and animal life provide the physical medium in which the food is grown, metals and fuels are mined, building materials and clothing are procured, and from which our many machines and gadgets are fashioned. These are the community's natural resources.

In geologic and geographic areas and soil types, resulting from the wide range of geography and geology, North Carolina is unsurpassed by any other state. The state has a wide range of geologic eras, from the most ancient to the most recent. It has four major geographic areas: tidewater flat lands, the upper coastal plain, the wide expansive piedmont, and thousands of square miles of the highest and most picturesque mountains in eastern America. There are many sections in North Carolina with more soil types than whole states have. And in variety of all natural resources, the state is scarcely excelled in the whole United States.

Second, do the scientists know how to convert these raw natural resources into usable and salable products? Scientists and trained technicians are daily probing into the materials and forces which nature provides. Much of the basic research has been done. Already scientists know the types of resource-use practices which will release the productive powers of land, minerals, forests, waters, and wildlife. If a fraction of what they know were put to work, there would be a marked increase in the income and level of living of the people of North Carolina.

Third, has North Carolina developed the social organizations and economic mechanisms required for the effective utilization of its natural resources? Thanks to the social scientists and centuries of growth, North Carolina has the requisite government, laws, banks, methods of incorporation, purchasing and marketing facilities, and transportation, as well as the motivating and labor-supply institution, the fruitful family. So the state is

nearly as well supplied with social resources as natural resources.

Fourth, has the mass of citizens of North Carolina been taught the requisite knowledges and skills? The ready wealth of nature and the growing knowledge of scientists—these mean little until they are wedded to the skilled effort of the masses of North Carolinians. Only in such a union is there prospect for a better society in our commonwealth.

The great number of people in the state represent a vast reservoir of spiritual, intellectual, and physical energy. However, for the present, only a small fraction of this human potential is being tapped. The people have not been adequately stimulated or assisted to attain the vision, the scientific knowledge, and the skill they need and of which they are capable. There is great latent wealth stored in the people of North Carolina.

A richer life for the people of the state can come, then, only through the release of our tremendous human capacity so it may release in turn the pent-up gifts of nature. Nothing less than a new spiritual and scientific awakening of the people of the state can achieve this full promise, and nothing less than a continuous educational crusade can bring the awakening.

There is a tendency to place too much stress on the richness of natural resources in comparison with the human factor. Some seem to think that bountiful natural resources are a guarantee of high living standards. As a matter of fact, the opposite is often true. Some of the nations with the highest standards of living are those with the most meager resources. On the other hand the inhabitants of some of the countries with the most bountiful resources live in the direst poverty. Even with relatively poor natural resources a country or area can enjoy the highest prosperity, if the people are sufficiently skilled to utilize these resources effectively. Switzerland and Sweden are examples of nations with limited resources which have a high standard of living because of the notable skill of their people.

To repeat for emphasis, the promise of North Carolina's future lies in the full development of the human and natural resources of the state. This promise will be fulfilled only if the people of the state provide the means for releasing the human potential into productive union with nature's gifts.

Fifth, have the people of North Carolina accumulated sufficient capital to purchase efficient machines and other tools

needed to transform natural resources into wealth? Deposits in the banks of North Carolina are sufficient to finance many more enterprises than the skill of the people can manage.

So there is no shortage of natural resources, scientific knowledge, social organizations and economic mechanisms, and bank deposits. The shortage is in an educated citizenry. That alone is the weak link in the chain. The economy of North Carolina is unbalanced. More of the money in the banks should be going into the right kind of education—to providing the people with technical skills.

The major problem, then, faced by the state today is to plan its educational program so that every educational institution will make a direct and continuing contribution to the development of the economy of the state. This is a problem which should challenge the best thinking of all the citizens during the coming years. It can be done in North Carolina, as it has been done in countries like Denmark, if the people are willing to make the effort—to sacrifice *now* in order to invest in a promising future.

North Carolina has made tremendous economic progress during the decade that has elapsed since the appearance of the report which presented the South as the Nation's Number One Economic Problem. In many respects the economic progress of North Carolina has exceeded that of the South as a whole. Thirty or forty years ago, by every yardstick of economic measurement, North Carolina ranked at or near the bottom among the states of the union. Ten years ago the average rank was in the neighborhood of forty-third among the states. Today North Carolina makes a somewhat better showing since its progress has exceeded that of the nation as a whole. The average of a number of important economic indices ranks North Carolina approximately fortieth on a per capita basis of measurement. Notwithstanding this progress, there are today only a few respects in which North Carolina compares favorably with the nation as a whole.

The gap between present achievement and much greater potential achievement is due largely to the imperfections and inadequacies in North Carolina's educational system. Every community in the state has the potentiality of producing goods and services which will provide a much higher standard of living. Only through an adequate educational program can any community attain this higher level of human welfare.

Recommendations

1. *The human and natural resources of the state should be used much more effectively.*

2. *Some of the surplus bank deposits should be converted into productive skill.* Poorly educated and unskilled people can provide for themselves only a low standard of living and cannot compete successfully in a modern industrialized civilization. A study was made to discover why the people of some nations of the world live well while the people of other nations eke out a bare subsistence or less. The study yielded the conclusion that differences in the level of living were due solely to differences in technical skill of the people.

3. *The extra financial effort to provide an adequate program of education should be made in the immediate future as a means of getting underway promptly the type of program which will be needed during coming years.* The greatest effort must be made during the next few years in order to provide the required momentum. Thereafter, as growing skills produce greater wealth, it will be easier for people of the state to bear their tax burden.

4. *Children in the poorer communities should be assured educational opportunities that are more nearly equal to those enjoyed by children in wealthier communities.* While North Carolina has made much progress toward providing equality of educational opportunity, evidence indicates that there is urgent need for much further progress. No community in the state should be required by law, directly or indirectly, to make a financial effort greater than is required in any other community in order to provide an adequate minimum foundation program of education for its children.

5. *All educational institutions and agencies should give greater emphasis to those factors and experiences which will help the citizens of the state to solve their urgent problems of health, housing, low income, and depletion of natural resources.* Merely teaching facts about the state will not meet the needs. The curriculum must be designed to produce technical skill—ability to perform.

THE INSTRUCTIONAL PROGRAM

What do most citizens of North Carolina want of their schools? They want schools to be free from the kindergarten through the fourteenth year and to be operated by well prepared teachers, principals, and other personnel. They want school grounds, build-

ings, busses, and other facilities to be adequate. They want an instructional program that is sufficiently comprehensive not only to give pupils a mastery of the fundamental skills, but also to promote healthful living, creative activities, social understanding, and wholesome recreation. They want this program to be broad enough to meet the needs of all children and youth, in school and out, whether these young people will attend college or work in homes, on farms, or in industrial plants. They even want provision made so that adults may continue their education.

The citizens want all of these opportunities because they realize that the lack of many of them explains why half the children who enter the first grade quit before they finish the eighth grade, and half those who enter high school quit before they graduate.

They are aware that the offerings and services of too many schools are too limited. Vocational offerings, pre-school services, adult services, provision for out-of-school youth, and care for handicapped children are quite inadequate. Citizens registered the fact that they particularly wanted more emphasis on reading with understanding, effective study, knowledge of the operations of government, appreciation of art and music, acquisition of moral values, and preparation for marriage and parenthood.

Most citizens are not only demanding a rich instructional program for their own children but they also subscribe to the belief that this program should be equal for all children regardless of race and place of residence within the state.

Tests were given to discover whether equal educational opportunities do in fact exist. The average achievement of urban children was higher than that of rural children, and the average of white children was higher than that of Negro children.

General observation and common sense suggest that much of the difference in achievement between urban and rural and white and Negro children is due to inequalities in educational opportunities. In fact, the Commission found abundant evidence that urban schools generally are more adequate than rural schools and that white schools have better facilities than do Negro schools.

Vision and bold planning are necessary if the educational needs of North Carolina's children and youth are to be met. If planning is to result in placing North Carolina among the top ranking states educationally, far reaching and courageous steps must be

taken (a) to provide educational leadership of the highest quality at the State, County, and Community levels; (b) to secure and maintain a thoroughly competent teaching staff for all schools—urban-rural, elementary-secondary, white-Indian-Negro; (c) to effect an adequate structural organization of schools; and (d) to provide an adequate financial base to support and guarantee a rich instructional program for all children, youth, and adults of North Carolina, regardless of race and place of residence within the state.

Recommendations

1. *The instructional program of the schools of North Carolina should be sufficiently comprehensive to provide for the all-around growth and basic educational needs of children in the elementary and secondary grades.* The schools should provide opportunities for and help pupils to acquire necessary skills and competencies in the fundamental tool subjects—reading, writing, and arithmetic; in healthful living; understanding of citizenship; in an understanding of family life; in consumer education; in scientific knowledge; in an appreciation of literature, art, music, and nature; in the proper use of leisure time; in the development of respect for other persons; in the development of ability to think rationally; in creative activities; in the use of community resources; in social understandings; and in making a living. They should provide adequate instructional materials, supplies, and equipment, and a healthful and attractive school environment.

2. *Sufficient supervision should be provided for the operation of an adequate instructional program.* Supervisory instructional leadership should be competent to stimulate the personal and professional growth of teachers, furnish leadership for curriculum improvement, and bring about greater unity and balance in the total curriculum. The services of the supervisor are particularly effective when they are rendered through the principals.

3. *The instructional program at all levels should focus greater attention upon the individual pupil.* In many elementary classrooms, especially in large elementary schools, teachers must teach from forty to fifty children, and, consequently, are forced to neglect the needs of individual pupils. More attention should be given to the individual pupil both at the elementary and secondary levels. The area of counseling and guidance is particularly important at the secondary level.

4. *In order to increase the holding power of the schools, the instructional program should be broadened to provide for the needs of each pupil.* The limited program of the small high school in North Carolina, designed largely to meet the needs of pupils who plan to enter college, probably accounts for the tremendous withdrawal of pupils for whom the offerings are inappropriate and ineffectual.

5. *The learning environment, particularly in the elementary schools, should be improved.* Movable furniture, storage space for instructional supplies, and more instructional materials, especially in the areas of audio-visual aids, science and health, and practical and fine arts are needed. Library services should be extended and improved. Community resources should be used more widely as tools for useful and effective learning.

6. *Opportunity for an adequate minimum foundation program of education should be guaranteed to all children throughout the state, regardless of race and regardless of place of residence.* Test results indicate that urban children are achieving at a higher level than rural children, and that white children are achieving at a higher level than Negro children. Insofar as possible, factors responsible for these differences, such as differences in the education of teachers, degree of supervision, variations in attendance, and differences in buildings, equipment, and other facilities available for learning activities should be eliminated.

7. *The results of testing programs should be used for the purpose of diagnosing learning difficulties and developing needed programs of remedial teaching.* Tests are valuable when properly used. Results must always be interpreted in light of the general backgrounds and educational opportunities available to the children and youth.

8. *The concept of the function of the school should be broadened.* The public schools should contribute to the growth and development of children and youth as individuals and as wholesome and helpful participants in group living, and should contribute to improving the quality of living in the community.

9. *The offerings and services of the schools should be extended to meet more adequately the needs of children, youth, and adults.* This would involve making plans and ultimately developing provisions for an adequate educational program from the kindergarten through the fourteenth grade as well as for exceptional children, out-of-school youth, and adults.

10. *The school program should be organically whole, not broken into segments, for the learning process is continuous and cumulative.* Elementary education, secondary education, vocational education, education for exceptional children, and adult education are each an integral part of one state educational program.

11. *The unified program of education should be the result of cooperative development by all persons and agencies concerned.* Teachers, principals, county health authorities, service clubs, patriotic groups, parents, and children should have an opportunity to participate in and contribute to planning the total educational enterprise.

12. *Schools should be active participants in the life and activities of communities.* While in North Carolina the community school concept is being accepted in certain communities, community schools are not general over the state. Learning experiences are more vital and real for children and youth, and teachers learn individual needs of children and youth better when the degree of participation in community life is high.

13. *Schools should be organized and administered so that democratic attitudes and behavior result from the educational process.* Democratic behavior is learned behavior which is based essentially on three factors: (a) respect for personality; (b) the ability and willingness to use cooperative means in solving problems; and (c) the ability and willingness to rely on the use of intelligence in the solution of problems. Daily school living can be planned and administered so that democratic behavior and good democratic citizenship may result.

14. *Schools should provide teachers who are competent and who exert a wholesome influence upon children and youth.* A thoroughly competent teaching staff should be secured and maintained for all schools—urban-rural, white-Indian-Negro, elementary-secondary.

15. *Longer periods of service for school employees are desirable.* A longer period of service each year will provide opportunities for remedial work, community work, arts and crafts, music, improved planning, and study.

16. *Adequate methods and means for continuous evaluation of the instructional program should be employed.* Good evaluation is essential as a basis for determining strengths and weaknesses and planning needed improvements.

ELEMENTARY EDUCATION

Elementary schools in North Carolina afford the basic foundation for all public education. The people of North Carolina have recognized the importance of elementary schools through the establishment of high certification standards for elementary teachers, provision of a single salary schedule for all teachers, and provision of a school term of nine months for all children. Availability of instructional materials has also been reasonably assured through state financial support for purchase of such materials.

Elementary schools generally include grades one through eight. No public kindergartens are provided for five-year old children. The holding power of the elementary schools has improved within the past few years, but as a result of retardation and drop outs, enrollment in the eighth grade is still not much more than half of the enrollment of the first grade.

Several problems and difficulties confront elementary schools in their attempts to become outstanding schools. At least half the elementary classrooms of North Carolina are inadequate in size and facilities. Although a fair supply of materials of instruction is available for an enriched program, films, phonograph records, radios, and slides are not used to a great extent in any schools. Community resources are quite generally neglected. Another curriculum area which needs strengthening is the arts. More opportunities are needed for creative expression by children in art, music, dramatics, and the practical arts.

Good elementary schools can be developed only if teachers have reasonable teaching loads. Great progress has been made in the past few years toward a reduction of the load of elementary teachers. More reduction is essential, however, if much individual attention to pupils is to be assured. Far too many elementary teachers in North Carolina still must teach forty to fifty children.

One of the greatest needs of elementary schools is strong educational leadership. General instructional supervision is provided for only a few schools, and too often principals are full time teachers who must also assume numerous clerical duties. The presence of strong democratic leadership by principals and supervisors would contribute greatly to an improved elementary school program.

Many excellent elementary schools are now serving the needs of North Carolina children adequately. The people of the state

desire to make all elementary schools as outstanding as the best schools.

Recommendations

1. *More emphasis should be placed, in most elementary schools, on the balanced, well rounded, and continuous development of all pupils.* This should include not only the development of competency in the basic skills but provision for proper development in many other areas, such as health, emotional balance, maturity, good citizenship, and creative activity.

2. *Greater attention should be given to the development in each child of competence in the skill subjects of reading, writing, arithmetic, spelling, and English through the use of these skills in the solution of practical problems rather than through excessive emphasis on routine memory work.* The evidence shows that the amount of time now devoted to skill subjects in most elementary schools is sufficient to assure reasonable proficiency, but there is not enough emphasis on the application of these skills.

3. *The allotment of teachers for elementary schools should be made on the basis of 27 to 30 pupils in average daily attendance in the larger schools.* The teacher unit allotment plan should also provide a smaller average daily attendance in schools which must be maintained with a relatively small enrollment.

4. *Provision should be made for allotting administrative and special instructional personnel for elementary schools on the basis of one for every eight teachers.* Such personnel should be principals, librarians, music assistants, art assistants, guidance counselors, health coordinators, and others needed in local schools and administrative units. Specific determination of kinds of personnel should be the responsibility of local administrative units.

5. *At least three-fourths of the administrative and special instructional personnel allotted to local administrative units on the basis of the number of elementary teachers should be assigned to elementary schools.* The remaining one-fourth of such personnel should then be assigned to all schools or to whichever schools most need their services.

6. *Elementary schools should have the services of a competent principal.* In general, it is desirable to have a full time principal for each school of eight or more teachers. In many cases, however, a principal may serve as leader of a twelve grade school or as principal of a high school and the small "feeder" schools. Regardless of the organization, all elementary teachers

should have available a high quality of instructional leadership.

7. *Elementary principals and principals of twelve grade schools should possess training in elementary school work.* Such training is essential to strong educational leadership in North Carolina elementary schools.

8. *The services of a general supervisor or coordinator of instruction should be available in each administrative unit.* This supervisor or coordinator should be responsible for assistance in the development of a continuous twelve grade instructional program.

9. *The State Department of Public Instruction should set up study committees for the purpose of assisting communities which wish to establish public kindergartens.* These committees should provide advisory service to school systems regarding programs, teachers, and facilities necessary for development of kindergartens.

10. *Standards for teacher education, buildings, equipment, and programs established by the state for publicly supported kindergartens and elementary schools should also apply to non-public kindergartens and elementary schools.*

11. *The present plan of dual adoption and the method of distributing basal readers for the first three grades should be extended to include all grades in the elementary school.* This plan would make possible a greater enrichment of the program of the upper elementary grades, as well as more satisfactory adaptation of the program to individual needs of children. North Carolina citizens thus far have checked *insufficient attention to individual pupils* as an *undesirable practice* more often than any other practice.

12. *The curriculum of the seventh and eighth grades should be strengthened through occupational studies, industrial arts, shop experiences, homemaking, and more personal guidance.* In broadening the program, each seventh and eighth grade pupil should be under the guidance of one teacher for most of the school day.

13. *Library services should be available to all elementary schools.* A well organized central library should be provided in each elementary school. If building facilities are inadequate, well chosen collections of books should be available in all elementary classrooms. Whatever plans for library service are adopted, pro-

vision should be made for a wide variety of books chosen to meet individual and group needs.

14. *Special attention should be given to the development of a balanced day's program for children.* Teachers, principals, supervisors, and parents should cooperate in developing a program which gives proper emphasis to the basic physical, emotional, and mental needs of children. Hence, a balanced program will provide for fundamental skills, art, music, science, health, recreation, and rest. In addition, it is desirable to provide time for development of large units of work or projects which include excursions, field trips, and other means of studying community resources.

15. *Special attention should be given in elementary schools to the health needs of children.* Many schools need to provide more sanitary facilities and better lighting since health cannot be taught if the school is itself an unhealthful place to live. In addition, all school systems should develop adequate programs for giving children medical examinations and for more satisfactory follow-up of such examinations.

16. *Greater concern should be exhibited for developing experiences and activities designed to challenge exceptionally capable children.* Such children should generally remain in regular classroom groups, but special efforts should be made to present challenging experiences for these children. Probably the most desirable approach may be found in provision of an enriched curriculum for exceptionally capable children. They will master the skill subjects in less time than most children and therefore need the challenge of new skills and opportunities. Consequently, there should be provided a greater variety of experiences in science, social studies, art, music, and reading. Independent work in all of these areas should be encouraged.

17. *Methods of reporting pupil progress to parents should be reconsidered.* The traditional letter form of grades really gives little information to parents and in many cases provides little guidance for other teachers. Elementary teachers in North Carolina have signified an interest in experimentation with other approaches, and such interest should be encouraged by the entire school faculty and administration.

18. *The public schools, the lay public, lay organizations, and teacher education institutions should join in a concerted attack upon the teacher shortage in elementary schools.* Education in North Carolina elementary schools will most certainly face a

serious crisis within a few years unless cooperative efforts are exerted to guide young people into teaching at the elementary level.

SECONDARY EDUCATION

The purpose of secondary education as thought of by North Carolina parents, teachers, and pupils are very broad rather than limited. Each of the three named groups strongly desires that the high schools assume responsibility to fit youth for those common functions and responsibilities which, as citizens of a common heritage, they will share with others; and to help youth fulfill the unique particular functions in life which they can best fulfill.

They desire that the high schools assume responsibility to help youth to (a) develop the skills, understandings, and attitudes essential to making a living; (b) maintain good health and physical fitness; (c) understand the rights and duties of citizens; (d) learn the skills, abilities, and attitudes necessary to good home and family life; (e) learn how to purchase and use goods and services intelligently; (f) understand the methods of science and the place of science in modern living; (g) develop their capacities to appreciate beauty in literature, music, art, and nature; (h) use their leisure time wisely; (i) develop respect for other persons, and for moral and spiritual life; (j) think rationally, express thoughts clearly, and read and listen with understanding.

There is a wide gap between what the high schools of the state are doing to meet the needs of youth, and what parents, teachers, and youth would like to have them do. The difference is greater for small high schools than for large high schools.

The holding power of large high schools of the state is considerably greater than that of small high schools; that is, a much larger percentage of the students in the large high schools complete their work and graduate.

The per cent of seniors who have no definite plans beyond graduation is tragically high in both large and small high schools, but is much higher in small high schools than in large high schools.

The youth of North Carolina are of the opinion that the great majority of their teachers are competent and the kind of persons that teachers should be.

The curriculum of the great majority of high schools of the state is not sufficiently varied to meet the needs found among

youth. The curriculum of small high schools is more limited than that of large high schools.

The key to the building of better programs of secondary education is cooperative thinking and effort on the part of all groups concerned.

These findings provide a contrast between what exists in North Carolina and what citizens, teachers, and, in particular, pupils desire. They also provide the challenge and direction for what should be done.

Recommendations

1. *School superintendents and principals should begin at once to secure the participation of parents and of teachers in broad policy making, and in devising ways and means of achieving agreed upon goals.* At appropriate points the participation of young persons should be sought both in policy making and implementing the results of thinking.

2. *High schools should be sufficiently large to include in their respective programs all necessary services of a good secondary school.* It is believed that a minimum enrollment for a four year secondary school should be 300. State and local authorities should begin to make long range plans for the elimination of all small high schools except those which are definitely isolated. In instances where the elimination of a small high school is administratively impracticable because of isolation or road conditions, comparable services for youth must be provided at the increased cost required.

In line with the continuing national trend, the Commission favors the reorganized secondary school wherever feasible. In North Carolina, however, only seventy-three of the 971 high schools employ twelve or more teachers. This situation implies that school districts which do reorganize in order to provide larger schools should determine the type of secondary school organization in the light of local needs. In other words, schools could be organized to include grades 9 through 12 and 10 through 12, as at present, while others could include grades 7 through 12.

3. *In the state's allotment of teachers for the larger and non-isolated high schools, there should be a reduction in the immediate future to 27-30 pupils per teacher in average daily attendance.*

4. *In addition to the regular allotment of teachers in the state foundation program, provision should be made for special serv-*

ices such as principals, guidance counselors, librarians, curriculum coordinators, and others. This provision could be met by means of a formula which would authorize such additions for a given number of teachers.

5. *In the basic support program provision should be made for clerical services in the schools.* The time of principal and teachers could thereby be freed for the improvement of the instructional program, a step which is highly desirable.

6. *The teaching load should be established at a maximum of 150 pupil periods per day or 750 pupil periods per week.* An effort should be made to hold the teaching load considerably below this maximum to make possible more attention to individual pupils.

7. *The high schools should assume responsibility for the further education of out-of-school youth.*

8. *More adequate provision should be made for offering vocational courses such as business education, agriculture, trades and industries, homemaking, distributive education, and diversified occupations in high schools in which there is a manifest need for such training.*

9. *Schools should organize a program for studying pupils by means of observational techniques and measurement, including tests of ability, aptitude, interests, and achievement.* They should record these data on cumulative records which are kept up to date. Specialized counseling services and curriculum experiences suggested by these data should be provided.

10. *More attention should be given to occupational guidance by making definite provision for teaching about occupations and for assisting pupils in making wise vocational choices.*

11. *High schools should develop programs designed to help adults identify and solve some of their individual and group problems, thereby improving the quality of living in the communities which they serve.* Schools that serve the community in a realistic sense will need to help develop community service facilities to meet community needs.

12. *The ten imperative needs of youth should be given more realistic consideration in planning and carrying forward curriculum practices and conditions.* These are:

- (a) All youth need to develop salable skills and those understandings and attitudes that make the worker an intelligent and productive participant in economic life. To this end, most youth need supervised work exper-

ience as well as education in the skills and knowledge of their occupations.

- (b) All youth need to develop and maintain good health and physical fitness.
- (c) All youth need to understand the rights and duties of the citizen of a democratic society, and to be diligent and competent in the performance of their obligations as members of the community and citizens of the state and nation.
- (d) All youth need to understand the significance of the family for the individual and society and the conditions conducive to successful family life.
- (e) All youth need to know how to purchase and use goods and services intelligently, understanding both the values received by the consumer and the economic consequences of their acts.
- (f) All youth need to understand the methods of science, the influence of science on human life, and the main scientific facts concerning the nature of the world and of man.
- (g) All youth need opportunities to develop their capacities to appreciate beauty in literature, art, music, and nature.
- (h) All youth need to be able to use their leisure time well and to budget it wisely, balancing activities that yield satisfactions to the individual with those that are socially useful.
- (i) All youth need to develop respect for other persons, to grow in their insight into ethical values and principles, and to be able to live and work cooperatively with others.
- (j) All youth need to grow in their ability to think rationally, to express their thoughts clearly, and to read and listen with understanding.⁵

13. *Full use should be made of the resources of the community and the state in curriculum planning and development.* Fortunately in the discharge of this function North Carolina schools have the advantage of the materials of its Resource-Use Commission.

5. **The Imperative Needs of Youth of Secondary School Age.** (The Bulletin of the National Association of Secondary School Principals. Vol. 31, No. 145, March, 1947.)

14. *Faculties of high schools should study every possible means of alleviating the evils of over-departmentalization and over-specialization which have come to characterize some secondary schools.* Specific suggestions to aid in such a study are included in the section on curriculum.

15. *Salaries, living conditions, and community regard for education should be such as to attract and hold teachers of high quality.* The successful achievement of educational goals depends on the quality of the teacher and teaching, as was impressively revealed through interviews with seniors.

16. *When community colleges are established, programs should be provided for all five of the groups identified by the Educational Policies Commission.*⁶ A state plan is needed to assure that such colleges will be established only at centers where they can be justified in terms of the pupils to be served and the needs to be met. Provision should be made, therefore, to authorize the establishment of community colleges to be supported by local funds in communities where they can be established without handicapping the regular program, where the enrollment (a minimum of 300 students) is large enough to assure that the work can be offered at an economical cost, and at centers which are logically located to serve the particular area with a long time program.

In favoring the development of community colleges, the Commission emphasizes that they must be soundly established with respect to financial support, student attendance, and without prejudice to the total program of public school education. In this connection attention is called to recommendations 8, 9, and 10 in the section on local school organization and administration. The Commission warns against the creation of small, inadequately financed institutions which would, in all probability, retard the development of a sound program of post high school education.

VOCATIONAL EDUCATION

The need for including vocational education in the high school curriculum has become much more obvious and urgent as a result of the greatly increased high school enrollments. In North Carolina less than 13 per cent of the 1940 high school graduates

6. See the full report of the Committee on Secondary Education in the combined reports of the Commission and Study and Advisory Committees.

entered college. A large proportion of the remaining 87 per cent entered the labor market on leaving the secondary schools. Thus, thousands of young workers attempt to find employment each year without having acquired the educational or technical skills needed to deal with the problems of choosing, entering on, and succeeding in an occupation. They must secure employment with little knowledge of their own aptitudes or of the occupations available to them. This latter factor is particularly important, since a study shows that students' preferences for occupations in North Carolina differ widely from the occupational structure of the state.

The present program of vocational education includes six divisions: vocational agriculture, home economics education, trade and industrial education, distributive education, occupational information and guidance, and business education. A serious difficulty is encountered in providing vocational education for high school pupils and adults because of the small high schools in the state. Many of these schools have fewer than five teachers making it difficult to offer any choice of vocational courses to students enrolled. No vocational course is offered in 150 high schools; 361 rural high schools have no provision for vocational agriculture; 175 high schools have no provision for home economics; industrial education, limited largely to urban schools, is not offered in 25 of the high schools with ten or more teachers; and distributive education is not offered in 75 high schools with ten or more teachers.

The present state-wide program of vocational guidance is inadequate. Only about 20 per cent of the present school enrollment is reached by counselors. Physical facilities and equipment are likewise inadequate. Provisions for adults, for out-of-school youth of high school age, and high school graduates who desire further training are meager.

Although no completely reliable data on the number of vocational education teachers needed in the future can be obtained without a thorough study of each community in the state, two estimates are made. One is based on the assumption that if the desired courses were offered, high school enrollment in vocational courses would approach 100 per cent of all youth; the second is based on the number and kinds of teachers required for students now enrolled in existing schools. The first estimate is 4102 teachers; the second is 2938 teachers. These estimates include the counselors which would be needed. When unnecessary small

high schools are eliminated, these estimates can be considerably reduced.

Relationships between school personnel and outside agencies should be strengthened. School people must know the requirements of business, and work experience must be recognized by business agencies as an educational experience and not as an opportunity for cheap labor.

Recommendations

1. *Vocational education should be recognized and included in the comprehensive program of public education which is planned to satisfy the needs of youth and adults striving to equip themselves for service in modern society.* Vocational education, in terms of the nation's needs, is a vital area of education. It is an integral part of the total education of all American youth.

2. *The state should begin immediately to consolidate small high schools into units enrolling at least 300 pupils.* Exceptions to this rule should be made only where geographical conditions make consolidation impracticable. Only schools as large or larger than the size recommended can afford to offer an enriched program of education, including the several phases of vocational education. With the present organization of high schools it is not economically practicable to offer vocational courses to all youth who need them.

3. *During the transition period of consolidation the state should develop a program for extending vocational services to all high schools which qualify for and need these services.* Every effort should be made to meet the vocational needs of as many pupils as possible, but special provisions should be made for schools which are to be continued temporarily in order to avoid excessive and uneconomical school plant costs.

- (a) Agriculture and home economics teachers should be available to all schools which qualify. Wherever feasible, instructors should be provided to serve one or more of the smaller schools. This practice, however, should be followed only when the schools can qualify by showing actual need and by making the necessary equipment available.
- (b) Trade and industrial education teachers should be provided for all large high schools where surveys indicate that this type of program is needed. This service should be limited to those schools which have twenty teachers

or more. Exception to this rule could be made for highly industrialized centers.

(c) The diversified occupations program should be extended to all schools which have ten or more state allotted teachers, if the local community can provide suitable training facilities and can offer adequate employment opportunities.

(d) The distributive education service should be extended to include all schools with ten or more state allotted teachers if the local community can provide suitable training facilities and can offer adequate employment opportunities.

4. *Local school officials, in planning their programs and selecting their personnel, should recognize the need for a more adequate program of vocational guidance in the public schools.* At present only a small percentage of high school students have adequate counseling.

5. *Present farm shop facilities should be used to provide shop training to boys not enrolled in agricultural education.* A recent survey by H. P. Cooper of Clemson College reveals that only about 50 per cent of the teen-age farm boys will be needed on the farms. This means that half of the boys will seek employment elsewhere, which indicates that courses other than agriculture are needed in rural sections. Special training of the diversified nature would contribute to the development of salable skills for a high percentage of these boys.

6. *More emphasis should be given to the building of an adequate program of industrial arts in the public high schools of the state.* An industrial arts program serves as an excellent foundation for vocational education courses.

7. *The public school system should discharge its responsibility to out-of-school youth by providing courses designed to meet their vocational needs.* Special efforts should be made to provide part time courses that will help high school age boys and girls who are not in school to receive the training they need for various occupations.

8. *A comprehensive vocational education program should be conducted for adults.* This program should include instruction in agriculture, industrial education, homemaking, and distributive and business education.

9. *Vocational teachers should be employed on an eleven or twelve months basis.* Additional time is required in all vocational fields if the needs of in-school youth and adults and out-of-school

youth and adults are to be met. The additional time is needed for community surveys, occupational studies and analyses, and for the development of specific instructional materials required to make vocational education effective.

10. *Staff members of the State Department of Public Instruction should be provided to assist local administrators in planning their vocational programs.* It is largely the responsibility of local school administrators to plan programs suitable for local needs; it is a responsibility of the State Department of Public Instruction to furnish planning assistance to local school administrators.

11. *Allotment of vocational teachers should be made to schools on the basis of minimum standards prescribed by the State Board of Education.* Allotment of vocational teachers should be recommended when the need is established; when adequate facilities are provided, including space and equipment; and when assurance is given that established minimum vocational standards will be maintained. The Division of Vocational Education should study each high school service area as a basis for recommendations.

12. *The Division of Vocational Education and the Resource-Use Commission should cooperate in promoting a program to conserve and use more advantageously our natural resources.* Vocational education personnel have an important responsibility in this greater utilization of natural resources. They should help with such problems as conservation of forests; saving the soil; providing better housing; starting new industries; providing trained personnel for new industries; and providing the skills necessary for the productive processes in North Carolina. There is a direct relationship between increased earnings derived from better utilization of resources and living standards; better standards of living is one of the indirect objectives of vocational education.

13. *The appropriation of state funds for vocational education should include the amount of state and federal funds required to provide salaries of vocational teachers on the same percentage basis as other state allotted teachers.*

14. *School officials and the state department staff should recognize the need for better understanding and closer relationships between personnel of vocational education and other school personnel and agencies closely allied with the vocational program.* Supervisory staffs of the Division of Vocational Education should

assume leadership and should plan necessary procedures that will lead to better understanding.

THE EDUCATION OF EXCEPTIONAL CHILDREN

Through the years North Carolina has continued to neglect her "exceptional" children, defined in this report as those who suffer from physical, mental, or emotional handicaps. From comparable figures secured from other states and from data gathered from random samplings made in typical North Carolina communities, it may be safely asserted that from 7 to 10 per cent of the 850,000 school children in the state may be classed as exceptional, and, therefore, in need of special attention.

In 1947, the General Assembly enacted legislation, (Chapter 818 of the Public laws), to provide in part for the education of these children. This legislation provided for a Division of Special Education and stipulated that it should (a) assist local communities in organizing and administering training for handicapped children, (b) develop a program for training capable teachers in this field, (c) promote a program for teaching home-bound and hospital-bound children, and (d) cooperate with other similar agencies. The State Board of Education was directed to adopt plans to reimburse local districts for the cost of carrying on educational programs for the handicapped.

This program, however, has not yet been put into operation. Latest available data indicate that the public institutions for deaf, blind, crippled, and delinquent children of both races in North Carolina are caring for the needs of only about 2000 children. It is probable that another 3000 handicapped children are provided for in day schools and other places. Some progress has been made recently by the child guidance clinic program, administered through boards of health and public welfare, as well as by other agencies.

Some of the most pressing needs are (a) the provision of adequate leadership through the employment of a state director of the Division of Special Education; (b) the strengthening of residential schools which train deaf, blind, orthopedically handicapped, delinquent, and mentally defective; (c) the inauguration of complete programs in cooperation with local school units; and (d) the establishment of proper relationships between this type of special education, vocational rehabilitation, and other public services of the state.

It is apparent that great care and caution should be exercised

in the selection, certification, and training of those persons who are to be the teachers of handicapped children, both in the special schools and in the special classes in regular school systems. A highly specialized type of teacher education should be provided and a rigid schedule of selection followed to insure adequate classroom leadership.

Recommendations

1. *The State of North Carolina should fully discharge its responsibility in providing appropriate educational opportunities for all educable children and youth.*

2. *A continuing school census which shall include adequate procedures for identifying handicapped children and for determining their general educational needs should be inaugurated.*

3. *The special education law enacted in 1947 should be put into effect.* This would mean the appointment of a qualified director of the Division of Special Education in the State Department of Public Instruction as authorized by law. This director should be given an adequate supporting staff in the various areas of special education, and adequate financial provisions should be made to pay for special educational programs in local administrative units.

4. *The state program of special education should include on both elementary and secondary levels (a) a modified program in regular classrooms for those whose needs can be met in this way; (b) special classes or centers for those whose condition requires such arrangements; (c) transportation facilities; (d) instruction of home-bound and hospitalized children; (e) clinical services for behavior problems; and (f) progressive improvements in existing residential school programs for white, Indian, and Negro children.*

5. *In allotting teachers an average of one teacher to ten pupils should be provided.* The size of classes should be governed by the type and severity of the handicap and the number of grades included in the group.

6. *Suitable building facilities and equipment should be provided.* In day schools, these would include ground floor entrances, elevators or ramps, special desks, special lighting, mechanical testing, and training materials for particular groups of handicapped children. Improvements should be made of classroom facilities at the North Carolina Orthopedic Hospital, and attention given to the building needs of other state residential schools.

7. *Certification requirements comparable to those for other specialized fields should be established and required by the State Board of Education.* A minimum of twenty-four semester hours in a specific area of special education is proposed as one requirement.

8. *Selected teacher education institutions of the state should provide adequate preparation for the education of teachers of handicapped children.* This would include (a) orientation for all teachers to help them identify and give first aid to handicapped children in their classrooms, and (b) specific courses for teachers interested in specializing in one or more areas of special education.

9. *Residential schools for handicapped children should be recognized as an integral part of the state's educational system.* Insofar as their function is educational, they should be responsible to and have the benefits of the same educational authority as other schools of the state.

10. *Consideration should be given to the early establishment of educational services of a residential nature for those handicapped groups for which the state now maintains no educational program.* These include the cerebral palsied, epileptics needing residential care, mentally deficient Negroes, defective delinquents, and young offenders now committed to prison camps.

11. *All public and private services related to handicapped children should be properly coordinated and the functions of each agency should be clearly defined.* Voluntary agencies interested in handicapped children have much to contribute, within their proper spheres of action, to those programs which are the administrative responsibility of state and local public school agencies. In order to achieve the greatest effectiveness of action, appropriate lines of authority should be specified and clearly recognized by all concerned, and mutual understanding and co-operation should be promoted.

ADULT EDUCATION

The Commission is not unmindful of the need for wiping out any illiteracy that now remains in the state but it considers the aim of adult education to be much broader than that of making all of our people literate. Adult education is *continuing* education for *all* the people, regardless of their former education and their social and economic status. Consequently, adult education should be as varied, yet as specific and concrete, as the interest

of man. The purpose, then, is more than to make up for deficiencies of early education. It is to enable the citizens of the state to get new facts so that they may meet new problems intelligently and continue to grow intellectually and culturally.

Furthermore, adult education is an essential ingredient of a democratic society. It is a new service for disseminating information among all the people. It is noteworthy that dictatorial forms of government devote their earliest effort to the destruction of adult education, and to the establishment of a program of propaganda through rigid control of press, radio, and similar media. From this point of view alone, those concerned with the democratic way of life can do nothing better than to establish and adequately support a system of adult education.

Life expectancy today is twenty years longer than it was in the days of our grandparents, and ten years longer than it was in the days of our parents. Adult education can help people make better use of these added years. In addition, Americans are more an adult population today than ever before.

Statistics reveal that in 1790 for every 1000 white children under 16 years of age in the United States, there were 1782 adults. In 1940 for every 1000 white children under the age of 16, there were 2445 adults. In 1940 over 63 per cent of our people were 30 years of age or over. Further, the average work week in industry has been continually shrinking. In 1914 the average work week was 51.5 hours but in 1947 it was 40 hours. Reduced hours of work provide more time for other activities.

This study indicates a growing faith in adult education on the part of the citizens of the state and a general desire for an extension of adult opportunities in North Carolina. The people want a more comprehensive program that provides for the interests and needs of all; more responsibility on the part of the public school in continuing education; a close relationship between wholesome recreation and adult education; and the need for consolidating adult education resources, programs, and activities.

Results of investigations reveal that 52 organizations and agencies in the state are providing adult education opportunities for more than 500,000 citizens in at least 75 different kinds of educational activity. This means that approximately 13 per cent of the total population of the state and almost 18 per cent of adult population are receiving some type of adult education. Even so adult education in North Carolina is now largely a voluntary

enterprise and is seldom thought of as being an integral part of the organized system of public education.

It is estimated that 5386 administrators, organizers, teachers, and discussion and community leaders are connected with adult educational activities. Only 108 of this number are full time, paid leaders or directors. Only three or four of the 52 organizations reporting indicated that they had an adequate number of teachers and only a few stated that the teachers were properly trained for the work.

In the majority of cases, meeting places are provided by the organizations conducting the programs. In general, however, they are inadequate. The facilities of the public schools are used by only about half of the organizations reporting, and in most cases these facilities are considered unsuitable. Comparatively few of the programs are conducted cooperatively with the schools.

Approximately two-thirds of the organizations conducting programs of adult education do not charge for the services rendered. Those which make a charge usually do so to cover the cost of instruction.

Essential teaching materials are available to about nine-tenths of adult students. Projectors, victrolas, blackboards, and a library are either owned by or are accessible to a majority of the adult education agencies.

Of the 52 organizations reporting, 14 coordinate their programs with other adult education enterprises in the community. A great majority of the organizations are aware of the existence of "gaps" in their programs, and, among other things, would like to be able to provide or secure (a) consultant services for business and industry; (b) speech and reading clinics; (c) cooperative education classes and groups for urban women who are not now reached by clubs and similar organizations; (d) safety education; (e) social hygiene; (f) education for parenthood; (g) increased use of libraries; and (h) improved opportunities for young adults.

There is urgent need for continuing education for all people. This continuing education should be so broad and varied as to make available to each individual the facts he needs or the help he wants to come to grips with personal or social problems that he faces. It should recognize also the need and opportunity for group study of and group action on social, civic, and cultural problems. A program to meet these individual and group needs must be broad and of many types. Such a program will require

more interest, leadership, and support on the part of the state. It will need also the continuing and increasing help of any and every individual and organization, public and private, that has a contribution to make to this important part of our educational program.

Recommendations

1. *A broader program of adult education should be undertaken in North Carolina immediately.* This program should be developed under the sponsorship and authority of the local administrative units under rules and regulations prescribed by the State Board of Education, and the local schools should be used as centers for the program.

2. *The State Department of Public Instruction should recognize more fully the need for and the interest in continuing educational opportunities in North Carolina by carrying out the intent of the law regarding adult education.*

3. *A state advisory committee on adult education should be created to assist in developing adult education opportunities in North Carolina and in giving general direction and significance to the movement throughout the state.* Private and public organizations as well as individuals contributing to adult education should be represented on this advisory committee.

4. *A well trained and experienced specialist in adult education, employed by the State Department of Public Instruction, should be made available as a consultant to public and private agencies and organizations active or interested in adult education and as a general coordinator of all adult education interests and activities in North Carolina.*

5. *In existing school plants and in plans for future school buildings and facilities, suitable provisions should be made for the educational interests and activities of adults.* Provisions should be made for the use by adults of school buildings and equipment after regular school hours and during holidays and summer recesses.

6. *The State Department of Education should make further studies to determine more definitely the scope, needs, and policies for an adequate program of adult education.*

INSTRUCTIONAL MATERIALS

The term instructional materials is considered to include all the means used by the school to provide experiences which pupils and teachers jointly and individually employ for profitable learn-

ing activities, whether these activities are for the purpose of discovering new facts, developing appreciation, engaging in creative work, improving basic skills, promoting language abilities, acquiring desirable health and recreational habits, or enabling pupils to become socially competent participants in community life.

Sound administrative and supervisory policies relating to selection, organization, and use of materials of instruction are basic to an effective program of education. Sound administrative and supervisory policies should (a) develop an awareness of the need for suitable instructional materials; (b) promote the development of responsibility and competence in the selection and organization of instructional materials; (c) promote efficiency and economy in the procurement and distribution of instructional materials; (d) provide ample funds for an adequate supply of instructional materials; and (e) stimulate more effective use of instructional materials.

The data collected reveal that the procedures followed and the guides used to aid in the selection of materials vary considerably. There is little evidence that practices tend to promote competence in the selection of materials. In numerous instances the selection is made by the central administrative staff without the cooperation of the teaching staff, with little or no consideration for the needs as determined by definitely planned instructional programs. Provisions for group participation in the examination, demonstration, and selection of materials apparently is all too rare.

The survey discloses a comparatively high proportion of purchases made at retail prices without substantial discount, and frequent spending of funds by principals and teachers. Such practices are not consistent with sound principles of administration. It is assumed that most of the funds expended by principals and teachers are derived from fees paid by pupils. The payment of fees by pupils is a general practice, and in some instances fees are too high.

Convenient administrative policies appear to influence distribution procedures to such an extent that suitable materials may not be available for the needs of the specific classroom situation. Any standard for distribution must be flexible if program needs are to be met adequately.

The study indicates a serious lack of most of the main classifications of materials for use in elementary and high schools.

The condition is extreme in the areas of audio-visual facilities, science and health materials, and materials for experiences in practical and fine arts. Although printed materials are among the most important tools of the teacher, the inadequacies in this classification of materials present significant problems for the school program. The supply of basal textbooks, supplementary textbooks, library books, periodicals, and other printed materials is inadequate in more than half the schools. In every school community an abundance of environmental materials is available at little or no cost, but use of these materials is very limited.

Organized programs for promoting more effective use of the materials available are needed. The administrative staffs of all units in the state should initiate programs for this purpose. Work conferences, study courses, demonstrations, experimental opportunities, exhibits, and other devices designed to give teachers opportunities to examine and to use materials and to achieve greater competence in all phases of materials management are suggested.

Recommendations

1. *An adequate supply of essential materials and apparatus should be made available to all schools.* These materials include (a) textbooks, both basal and supplementary; (b) library facilities such as books, processing and mending supplies, housing facilities; (c) other printed materials such as periodicals, pamphlets, bulletins, manuals; (d) audio-visual materials such as recordings, transcriptions, maps, globes, pictures, films; and (e) science and health materials such as, demonstration apparatus, play equipment, community resource materials. These should also include (a) such fine arts materials as music, paint, crayon, paper, easels; (b) such graphic arts materials as paper, pencils, pens, ink; (c) such practical arts materials as tools, cooking and sewing facilities, weaving supplies, construction materials; and (d) such general school equipment as duplicating devices, pianos, radios, scales, bulletin boards, chalkboards, projectors.

2. *Ample public funds should be provided to make available the adequate supply of instructional materials outlined in Recommendation 1.*

3. *The legal machinery for selection and adoption of basal textbooks should be revised to permit the adoption of a wider variety of textbooks for elementary and high schools.* The present machinery provides for the adoption of only two basal series or

readers for grades one through three, and one basal book or series of books on all other subjects required to be taught in grades one through eight, and two basal books for all subjects taught in high school, thereby limiting the variety of these teaching materials.

4. *The basis for distribution of textbooks fixed by the Division of Textbooks should be revised to provide for a more adequate number of books for elementary schools.* The present basis for distribution, fixing the maximum number of books to be allotted to schools, provide for insufficient quantity in many instances and without due regard to whether all allotted books are used.

5. *The State Board of Education should study the educational value and methods of using audio-visual materials to determine whether it is advisable or feasible to produce and distribute any of these materials.* This recommendation has particular reference to suggested plans for constructing frequency modulation radio stations for broadcasting state planned and state produced educational programs.

6. *The State Board of Education should initiate plans for making resource bulletins and other publications of state institutions and agencies available as educational materials for schools.* The preparation and distribution of these materials for school use is the joint responsibility of the State Department of Education, the State Health Department, the Extension Service of the North Carolina State College, the Extension Division of the University of North Carolina, the State Department of Conservation and Development, and any and all institutions and agencies producing materials of an educational nature.

7. *The Division of Purchase and Contract should be provided with adequate facilities, personnel, and authority for preparing specifications and for evaluating the quality of materials of all kinds offered for sale under the price certifications of that division.* Schools should make use of the services of this division.

PUPIL PERSONNEL AND PERSONNEL SERVICES

If society is to reap full benefit from its investment in education, regular attendance at school of all children is necessary. A continuing school census is essential to an effective attendance program. While the school law of North Carolina requires that a census be taken and kept up to date, there is no provision on a state wide basis for carrying out the provisions and purposes of the law. That the census in many local units is inac-

curate and out of date is revealed by the fact that the school census for 1940 was 61,115 short of the federal census for the same year. Furthermore, superintendents indicated that 30 per cent of the school systems in the state do not keep an accurate census.

Many children who should be in school are not enrolled or do not attend school regularly. Not all children who drop out of school re-enroll the following year, since the entire loss from grade to grade is not accounted for by non-promotions. Approximately 5 per cent of the children six, seven, and eight years old do not enroll in school.

Seventy per cent of the principals and 77 per cent of the superintendents reported unsatisfactory attendance enforcement.

The number of children who drop out of school is particularly serious from the sixth through the tenth grades. In schools for white children there were fewer losses in 1947 than in 1943. In schools for Negroes there were more losses in 1947 than in 1943.

Non-promotion in North Carolina is serious. Each year one out of eleven white children and one out of six Negro children are not promoted. While non-promotions in the first grade have been cut in half since 1933, the problem is still more serious in that grade than in any other in the school system. One out of seven white children and one out of four Negro children repeat the first grade.

Another evidence of poor pupil progress is overageness. In 1944-45, one out of five white children and two out of five Negro children were at least two years overage for their grades.

Although the provisions for guidance services in North Carolina schools are still not adequate, there has been a steady increase in the number of schools providing one or more of the guidance services. The greatest weakness is in the area of counseling. Follow up of pupils who graduate or drop out of school is also unsatisfactory.

Medical and nursing services for the schools are provided largely by local health departments. There is, however, only one nurse for every 9800 people when there should be one for every 5000, and there are only half enough doctors. The result is that the medical services as a part of the school program in many communities have been almost non-existent. Principals report that the pre-school clinic is the health service most adequately provided. Even this service, however, is considered good by only

one-half the principals. The health services or facilities which principals consider most in need of improvement are (a) follow up to see that defects are corrected, (b) janitorial services to keep buildings sanitary, (c) construction or alteration of buildings so that they can be kept sanitary, and (d) physical examinations for all children.

While state laws fully cover safety provisions in buildings, with authority to condemn and close buildings where hazards exist, there is no provision for a field staff to enforce these provisions. Accumulations of trash and rubbish and other actual or potential fire and safety hazards are found too frequently.

In 1947-48 only 63.8 per cent of the children in average daily attendance in North Carolina schools were in schools which have lunchroom facilities. The facilities in many of these schools are not adequate. Only 41 per cent of the Negro children are in schools with lunch facilities, while 86.6 per cent of the white children are in schools with lunch facilities.

Recommendations

1. *Provision should be made for maintaining an effective continuous school census in every school system in the state.* This will require a definite program, adequate financial provision, and a periodic check to assure that all children are accounted for.

2. *The school census should be used as a basis for assuring that all children of school age are attending school regularly.* There will be little value in maintaining a school census unless it is used constantly to improve attendance and other phases of the school program.

3. *The compulsory school attendance laws of the state should be better observed and enforced.* An adequate census, a system of transfer notices for children who move to other communities, strict enforcement of child labor laws, more attention to attendance on the part of every teacher and administrator, appointment of trained personnel to give specific attention to special problems, broadening of the curriculum, and improved teaching in many schools are all important factors in improving the attendance program.

4. *In order to provide personnel services essential for all children in the public schools, the foundation program should include provision for the following personnel for each local school system:*

A competent (certificated) attendance director to be responsible

for (a) taking and keeping up to date a continuous school census, (b) seeing that the school attendance law is observed, (c) reporting to other school units children moving from the local school attendance area, and (d) working with teachers, pupils, and parents to improve the enrollment, attendance, holding power, and pupil progress in the local school unit.

Qualified guidance counselors to be responsible for (a) helping to interpret to teachers test results, physical and psychological examinations, information about the home, and other pertinent facts recorded on cumulative records; (b) seeing that teachers and pupils have access to adequate occupational and education information; (c) counseling with individual pupils; (d) assisting students in getting placed in the "next step," whether this is in further training or on the job; and (e) following up graduates and drop-outs to see that they are properly adjusted.

Lunchroom supervisors who are qualified to make the lunchroom a place where children will be provided with nutritious meals and will learn desirable social and health habits.

5. *On the state level, proper certification standards should be established and adequate supervision provided for attendance directors, guidance counselors, and lunchroom supervisors.* The state department should have on its staff specialists in all of these areas to assist local schools and school systems to improve their programs.

6. *The State Department of Public Instruction and the colleges responsible for the preparation of teachers should cooperate in providing adequate in-service and pre-service training opportunities for attendance directors, guidance counselors, and lunchroom supervisors.* More adequate preparation for all teachers in guidance and health services must also be provided.

7. *Local school health services should be expanded and strengthened to a level of minimum adequacy.* In order to meet the health needs of children, the state should expand the cooperative school-health department program so that adequate personnel and facilities are provided to enable each child to have a thorough physical examination at least every other year and to have his physical defects followed up and corrected. As soon as possible a health room should be established in every school to provide facilities for isolation of sick children, first aid, and conferences and examinations by the physician or nurse. Estab-

lishment of clinical psychological services, available to all school systems, is also essential.

8. *School plant sanitation should be improved through better school housekeeping, modernization of obsolete buildings, and strict observance of essential sanitary standards in constructing all new buildings.* Better salaries and definite training qualifications for janitors are essential.

9. *More adequate supervision of all safety provisions and practices in the schools should be provided.* More strict attention to fire drills and to the elimination of fire hazards is essential in many schools.

10. *The school lunch program should be extended to all schools as rapidly as possible.* The only cost to the pupils should be the cost of food. No profits should be expected from the operation of lunch rooms. At no time should profits be permitted to be used to pay other school expenses not connected with the lunch program.

11. *The preparation of well rounded citizens with proper appreciation and respect for the fundamental spiritual and moral values of life should receive more definite and continuous attention in all school systems and individual classrooms in the state.*

INSTRUCTIONAL PERSONNEL

In 1941-42 there were 15,144 white teachers teaching in North Carolina with standard certificates (college graduates with training for teaching). In 1947-48 there were only 13,002—a decrease of 2142. In 1941-42 there were 1022 substandard certificates whereas in 1947-48 there were 2909—an increase of 1887. The white schools of the state are now confronted with a serious situation because of a shortage of properly qualified teachers, especially in the elementary grades.

In the Negro schools the situation is reversed. The number of Negro teachers holding "A" certificates has steadily increased and the number holding substandard certificates has steadily decreased.

Competent professional opinion holds that 25 to 30 pupils is about as many as the average teacher can properly teach. Of 3684 primary teachers from whom information was obtained, 816 had between 40 and 49 pupils, and 219 had between 50 and 60 pupils. Of 3979 grammar grade teachers, 1016 had between 40 and 49 pupils and 195 had between 50 and 60. A questionnaire addressed to teachers, principals, and citizens shows that 2097

teachers out of 3973, and 409 principals out of 472, and 4939 citizens out of 7433 believe that primary classes should contain a maximum of about 29 pupils and that grammar and high school grades should have about the same maximum. Several states now consider from 25 to 27 pupils a desirable class size.

There is now an acute shortage of qualified teachers. In view of the high average age of present teachers in the state, the appeal of higher salaries elsewhere, the small enrollment of young people in teacher education curricula, the need for reducing the size of classes, and the increased birth rate, the prospects are for an even more critical situation unless some drastic steps are taken in the near future.

To care for the greatly increased number of pupils because of the recent steep rise in the birth rate, to provide the additional services needed in the schools, to reduce class size to the recommended number of pupils, to care for normal replacements, and to replace substandard teachers with standard teachers, it will be necessary to train about 3500 young white teachers annually for the next six years.

An inquiry addressed to about half of the college sophomores brought out the fact that only 900 of all white sophomores are planning to prepare for teaching—only about one-fourth enough to meet the needs.

What should be done to solve this problem?

When the citizens of the state were asked about this, nearly two-thirds of those who responded thought salaries would have to be raised. Most of the others thought providing scholarships for persons preparing to teach would help.

Those who have studied the problem carefully agree that not just one step but several must be taken, namely, increasing salaries, providing scholarships to encourage more capable persons to prepare to teach, reducing the class load especially for teachers in the larger schools, providing a reasonable number of days of sick leave without loss of pay, and improving living and working conditions generally.

Nine different procedures were used in an effort to determine a beginning salary that would help to interest competent young people in preparing to teach. The evidence indicates that under present conditions this starting salary for persons who have graduated from college and are properly qualified to teach should not be less than \$2400 for the ten months of service which is considered necessary for a satisfactory school program. Better

qualified and more experienced teachers must of course be paid considerably more.

Recommendations

1. *Every step possible should be taken to raise the quality of instruction throughout the state so that North Carolina's children will have educational opportunities comparable to those of the leading states.*

2. *As soon as possible the State Board of Education should fix a date after which no permit to teach will be issued to any applicant who does not possess a baccalaureate degree from a properly accredited institution of higher education with adequate professional education for the work to be undertaken.*

3. *The State Board of Education should continue to take steps to encourage holders of certificates below the "A" level to qualify for the "A" certificate as rapidly as possible.*

4. *The General Assembly should provide funds for the establishment of a system of substantial scholarships for competent high school graduates as a means of encouraging them to prepare for and enter the teaching profession, such system to be administered by the State Board of Education.*

5. *No teacher without a baccalaureate degree and professional preparation should be elected to or retained in a teaching position when properly qualified teachers are available for service.*

6. *Teachers should be allotted to larger schools on the basis of 30 pupils in average daily attendance. This number should be reduced as soon as possible to 27.*

7. *A minimum salary of \$2400 should be assured for all beginning teachers who are graduates of accredited colleges with professional education for the work to be undertaken. To this minimum should be added \$100 for each year of experience up to twelve years pending the development of a better plan. Local administrative units may supplement these proposed salaries.*

8. *In order to encourage good teachers to continue their education and to recognize their larger worth, each teacher earning a master's degree, with appropriate emphasis on the work to be undertaken, should be paid \$300 additional annually. Local administrative units may supplement this salary.*

9. *To qualify to serve as a principal of a school, a candidate should be required to hold a master's degree from an accredited college with specific training for work as a principal and to have had three years of experience as a teacher.*

10. A principal should be assured a minimum salary on the same scale and increment plan as a teacher holding the master's degree plus \$300 annually for the first five teachers under his supervision with a decreasing allowance for every five additional teachers up to \$6000. This schedule will make possible a starting salary of \$3300 for a principal in the smallest authorized school and at least \$4200 if he continues in this size school, and \$6000 if he moves into the largest class of school. This salary may be supplemented by local administrative units.

11. To qualify to serve as a superintendent of schools a candidate should be required to hold a master's degree from an accredited college with specific training for work as a superintendent and to have had three years of experience as a teacher and two years of work as a supervisor or principal.

12. The minimum salary for a superintendent of schools should range from \$4200 to \$7600, intermediate salaries to be determined by his years of experience and the number of teachers under his supervision. Any administrative unit may increase this salary by local supplement.

13. Teachers should be employed for ten months to enable them to give more adequate educational service to the children under their supervision. They should be paid in equal installments on or before the tenth day of each calendar month for which they are employed. Any members of the instructional personnel employed for a longer time should be paid at the same proportionate rate.

14. Schools should be closed during district meetings of the North Carolina Education Association and the North Carolina Teachers Association in order that all teachers may have an opportunity to attend.

15. The present regulations of the State Board of Education regarding absence of instructional personnel from classes for causes other than illness should be retained.

16. To protect the health of both teachers and pupils sick leave with pay should be authorized for teachers for a period of ten days annually, such leave to be cumulative to 30 days.

17. Legitimate expenses including travel incurred in the performance of the duties of teacher, principal, supervisor, and superintendent should be considered as legal school expenditures and should be provided for regularly in the school budget.

18. Persons employed for twelve months should be granted

two weeks of vacation with pay each year. Provision should also be made for limited leave for professional improvement.

19. The merit study with its very important possible by-products should be continued.

TEACHER EDUCATION

There is no problem more fundamental to the welfare of the people in North Carolina than that of providing good schools for all of the children. If all of the teachers in all of the schools in the state were as good as the best teachers now employed in some of the schools, North Carolina's prominence in education and hence in government, economics, and culture would be assured. If all beginning teachers were of the type of the best young people who are being professionally trained each year in some of the college programs, the future would be bright. If during the next decade the schools could be staffed by such capable and well qualified teachers as the state's educational leaders are now envisioning, North Carolina's citizens would be assured that a great majority of their social and economic hopes would be realized.

The most critical problems in teacher education in the state are the acute shortage of teachers for white elementary schools and the small enrollments in programs which prepare for teaching on the elementary level in these schools. Only 199 persons will be graduated this year (1948) from the colleges that offer teacher education for white elementary teachers. The state needs at least 1500 white elementary teachers annually for replacement and expansion purposes. If there is added to this number the more than 2000 persons who are now teaching on emergency credentials, it is evident that North Carolina will be faced with the necessity of procuring from some source more than 3500 qualified white elementary teachers while only 199 will be available from the state's institutions this year.

A great need in teacher education in the state is a positive program of selection and recruitment to provide the schools with an adequate supply of superior teachers. This indicates an emphasis upon quality both in recruitment and in guidance while the prospective teacher is in training. Measures must be taken at once to increase the output of white elementary teachers lest there be a generation of children who will be denied the quality

of teaching in the elementary grades to which they are entitled.

The evidence gathered convinces the Commission that salaries will have to be improved and working conditions made better if enough good high school graduates are to be drawn into teacher education programs. But the state will not get good teachers after recruiting able and desirable young people into the colleges unless the institutions offer effective teacher education programs. The Commission believes North Carolina has the resources and the vision necessary to develop and put into operation programs for teachers that will make possible desirable education for the children of the state.

Another great need in the state is to have the colleges, especially the units of the University system, accept responsibility for an in-service education program that will insure the continued growth of teachers in all areas. The colleges cannot do this job alone but with their help much can be accomplished that is now being neglected.

Even a casual study of the personnel of the institutions which educate teachers for the state shows evidence of a real need for younger, more vigorous teachers and for increased personnel. There is not one institution in North Carolina with adequate personnel to follow its graduates in their first year of teaching to discover their strengths and weaknesses and to help them get adjusted to their new positions. The problem of recruiting good personnel for teacher education institutions is difficult and will remain so until salaries and teaching conditions for these professional workers have been improved.

North Carolina occupies a place of prominence among the states of the union in its quantitative requirements for the certification of teaching personnel. Requirements for persons in administrative and supervisory work need to be strengthened to insure good leadership in these areas.

It is clear that long term skillful planning will be required to meet most of the problems that face teacher education. It is equally clear that there will be needless duplication with a consequent waste of money and effort unless means are found to coordinate the program more effectively. The Commission believes that the creation of a State Advisory Council on Teacher Education will be the best means of bringing the forces of teacher education together on a good working basis and of assuring the continuous improvement of the program in the state.

Recommendations

1. *Definite and exacting criteria for accrediting colleges to be professional schools for the education of teachers should be established and vigorously enforced.*

2. *The standards for teacher education which are to become effective in 1949-50 should be promptly and strictly enforced.*

3. *In each teacher education institution one agency should be given responsibility for developing the program for the education of teachers, recommending for certification, placement, and follow-up.*

4. *A vigorous program of recruitment of teachers for elementary schools should be inaugurated and carried on as outlined in this report. Salaries of teachers should be increased and the teaching load reduced as a means of making teaching more attractive and effective.*

5. *A system of competitive scholarships for persons preparing to teach should be established by the General Assembly as a means of attracting additional and more capable persons into teaching.*

6. *Physical plants and facilities for teacher education should be made more adequate at all institutions.*

7. *Travel funds and travel equipment should be provided for all teacher education institutions.*

8. *Health, counseling, and guidance services should be provided in all institutions.*

9. *Follow-up services should be made a part of every teacher education program in the state.*

10. *Certification of instructional personnel should be studied democratically and continuously to insure a constantly improving program of education in North Carolina. The State Board of Education should immediately set up rules and regulations under which revocation of certificates would be mandatory. The Superintendent of Public Instruction should carry out these rules in the same way he carries out rules and regulations for the issuance of licenses. The State Board of Education should grant hearings upon request to persons whose certificates have been revoked. Recourse to the courts should always be open.*

11. *As a means of assuring the continuous improvement of teacher education in North Carolina there should be created a State Advisory Council on Teacher Education whose responsibility will be to (a) bring about cooperation, (b) serve as a*

state wide planning agency, and (c) advise the State Department of Public Instruction on teacher education problems.

12. More adequate facilities for observation, participation, and student teaching should be made available.

13. A minimum of eight weeks of all day supervised student teaching should be provided for each student teacher.

14. Each college should provide one consultant for each 20 student teachers—the consultant to serve as a liaison agent between the college and the schools where student teaching is in progress—in an effort to insure to each student the experiences necessary to become a good teacher.

15. A special post graduate teaching certificate for supervising or critic teachers should be established. Additional salary should be paid for the supervision of student teachers.

16. Each college which educates teachers should accept as its responsibility a part of the in-service program for the education of teachers, such part to be determined by the college and the State Department of Public Instruction.

17. Graduate programs that will be of largest worth to the teacher and to the community in which he will teach should be worked out.

18. The staff of the Division of Professional Service in the State Department of Public Instruction should be enlarged and strengthened to administer and supervise the expanded services of the division.

19. The state department should be provided with at least one additional highly trained consultant in teacher education to work with the colleges in the development of their professional programs for teachers.

20. Division heads in the State Department of Public Instruction should have education equivalent to the doctoral degree and other professional personnel should have qualifications equivalent to or beyond those possessed by persons with whom they will work in a consultant or supervisory capacity.

21. Adequate salaries, to be determined by the State Board of Education, should be paid heads of divisions and other professional personnel in the State Department of Public Instruction.

22. Opportunities for professional growth should be made possible for professional personnel in the State Department of Public Instruction.

23. The three teachers colleges for whites, the three teachers colleges for Negroes, and the State College for Indians should be

placed under the administration of a single board, preferably the State Board of Education, if this board is set up according to the recommendations in the section on organization.

24. The following improvements should be made at the various state institutions offering programs of teacher education:

- (a) The work in teacher education at the Agricultural and Technical College at Greensboro should be reorganized to insure better coordination and a more thorough teacher education program.
- (b) The staff at North Carolina College should be strengthened to make possible a stronger graduate program.
- (c) Approximately one-third or eight semester hours of the graduate work for Negro elementary teachers should be done at the three Negro teacher education institutions; the other two-thirds should be given at North Carolina College. All of it should be done however under a cooperative agreement of the institutions participating.
- (d) The University of North Carolina at Chapel Hill should, at an early date, begin to offer a program of education for elementary teachers.
- (e) The State College at Raleigh should offer curricula for the education of teachers in science and mathematics.
- (f) The Woman's College at Greensboro should offer graduate work in such supporting academic fields as is considered necessary.
- (g) Schools or colleges of education should be reestablished at the University and at the Woman's College and a school or college of education should be established at the State College at Raleigh. (These recommendations are being or have been put into effect.)

25. The State Superintendent of Public Instruction should be charged by law with the general responsibility for encouragement and leadership in teacher education.

26. A sound salary schedule should be established for all of the state supported teacher education institutions in North Carolina.

PUPIL TRANSPORTATION

The State of North Carolina daily transports to and from school approximately 347,000 pupils, or about 42 per cent of the total enrolled in the public elementary and secondary schools of the state, in more than 5500 vehicles and at a total annual cost of approximately \$5,000,000 or a per pupil cost of approxi-

mately \$14. The state operated system of school transportation has resulted in remarkable economies. The cost per pupil transported in North Carolina in 1947 was less than half the national average of \$29 and the lowest of any state. At the same time the percentage of pupils transported was the highest of any state.

The state has assumed almost all the responsibility for financing the program of pupil transportation, much of the responsibility for setting standards and determining policies, and some of the responsibility for administration of the program. The major part of the responsibility for administration, however, rests with the county administrative unit.

Almost all of the cost of operating the school busses and all of the cost of replacing them is borne by the state. All of the cost of additional new busses, school bus garage, and garage equipment is borne by the counties. Many counties have been unable to obtain sufficient funds to add new busses to the fleet or to provide adequate buildings or equipment for school bus garages.

It is estimated that 3 per cent of the transported pupils must leave home more than 2 hours before school begins, 7 per cent more than 1½ hours, and 20 per cent more than 1 hour. This is the result of using more than one-half of the busses for 2 or more trips. Many of the busses are overcrowded.

The standards for school busses in North Carolina are adequate. The present fleet is in excellent condition despite the fact that more than 1500 of the busses are more than 8 years old.

The program of school bus maintenance is, in general, excellent. Many counties, however, need more adequate buildings and equipment for maintenance garages and there is need for a few area garages where the more difficult maintenance work may be done.

North Carolina has received considerable publicity as a result of the extensive use of student drivers for school busses. Over the last 5 years 83 per cent of the school bus drivers in North Carolina have been high school boys and girls. This has been a very great factor in achieving the state's record for economy in pupil transportation. These students have an excellent record in safe driving and quite a satisfactory record otherwise. The standards for school bus drivers seem to be adequate except for the lack of a requirement that they pass a physical examination.

The State Board of Education carries fire insurance on school

busses. Over the last five years only about 25 per cent of the premiums paid out have been collected on claims. It would appear that the State Board of Education has sufficient financial resources and that it would be good business for it to act as self insurer for these busses. There is no provision for paying for property damage caused by school busses and at present the only recourse in recovering damages is through a special act of the legislature.

The State Board of Education may pay from funds available to it the cost, not to exceed \$600, of medical or funeral expenses of pupils who are injured by or on school busses. That this provision is inadequate to meet the needs is indicated by the fact that at least 20 counties are now carrying accident insurance on transported pupils and that every session of the legislature has before it special bills providing for the cost of medical or funeral expenses above the \$600 limit.

The state staff is too small to provide all the supervision which counties could profitably use. Furthermore, the staff in the typical county is not large enough to permit all needed local supervision of the transportation program.

Recommendations:

1. *The cost of buildings to be used as school bus garages and of the original equipment of the buildings should be financed in the same manner as other school buildings.*

2. *The State Board of Education should be given sufficient funds and be authorized to replace or add to the equipment of any garage when it is deemed advisable.*

3. *The State Board of Education should be given sufficient funds and be authorized to purchase new busses needed for the expansion of present bus fleets.*

4. *Except for these changes the present plan of financing transportation in the state should be continued but a more objective formula should be developed to serve as a basis for the allocations to be made for each county.*

5. *The State Board of Education should work toward the objective of providing sufficient busses so that every child legally entitled to transportation will have a seat on a school bus, and no child will be required to leave home more than one hour before the school session opens, except in very unusual cases.*

6. *Sufficient staff should be provided to enable the State Di-*

rector of Transportation to make an annual study of the school bus routes in each county.

7. The State Highway Department should be provided with information concerning changes in bus routes as soon as these changes are made or planned.

8. The State Board of Education should be authorized and granted sufficient funds to set up from two to four area garages to take care of those maintenance jobs which require rather expensive equipment and special skills but which are needed so infrequently in the average county that the investment in the needed plant and equipment could not be justified.

9. The staff of the State Director of Transportation should be sufficiently increased to enable him to give counties adequate assistance in the operation of bus maintenance programs and to operate directly those area garages which are set up.

10. A medical examination should be made one of the requirements for school bus drivers.

11. Materials should be prepared to aid school administrators in training bus drivers to keep accurate records and make necessary reports.

12. The responsibility of the principal for supervision of bus drivers should be recognized more universally in the time schedules of school principals.

13. The State Board of Education should investigate the possibility of acting as self insurer with respect to fire insurance on school busses.

14. The limitation on the amount the state board may pay for medical or funeral expenses should be removed from the law, thus allowing the state to assume all reasonable costs connected with such expenses up to the amounts authorized under the Workman's Compensation Act.

15. The State Board of Education should be authorized to include in such payments the costs of special appliances, such as artificial limbs, made necessary by these accidents, and also the costs of any special training which may be necessary as a result of such accidents.

16. The coverage of the present provision should be broadened to protect children in the act of boarding or leaving busses even though not injured by the bus.

17. The State Board of Education should be given authority to settle, in its discretion, claims resulting from property damage caused by school busses.

SCHOOL PLANTS

North Carolina has some excellent school plants which are well maintained. Most of the school buildings of the state, however, were erected prior to the development of modern ideas concerning an adequate educational program. Many of them are lacking in space for libraries, lunchrooms, health clinics, recreational facilities, rooms for music and dramatic arts, and facilities for science and vocational education. There are many schools in which toilets are obsolete and insanitary. In many schools there are no provisions for washing hands.

Long range school plant programs cannot be developed intelligently except in terms of school district organization, grade grouping, and needed educational programs and community services. The modern school plant should be a learning and experience laboratory for the growth and development of children, youth, and adults.

In many of the less fortunate counties, the school housing situation is extremely deplorable. Many school plants were poorly planned and cheaply constructed, and are now obsolete, lacking in essential features for modern education and community needs. They are in a poor state of repair, dark, dirty, unsafe, and with little or no recreational space. Inspection of representative school buildings revealed a glaring neglect of maintenance programs. It is also evident that many of the schools have very inadequate custodial or janitorial service.

During the period of 1923 to 1930 many consolidated schools were erected. They were fairly satisfactory for the educational programs current at that time. Many good school plants were erected during the 1930's with the assistance programs of the Public Works Administration and Works Progress Administration. There has been very little school construction, however, since 1940.

Even with the use of obsolete and inferior buildings and classrooms, there is not sufficient space to accommodate the present enrollment. Many classes are being held in such improvised areas as auditorium balconies, gymnasiums, libraries, dark basement rooms, storage rooms, temporary shacks, and old rented residences. All of the counties, even those in the upper economic brackets, are greatly in need of additional facilities to accommodate present enrollments, and it may be expected that the enrollments will continue to increase for several years due to high birth rates during the 1940's.

The Division of Schoolhouse Planning has been of inestimable value to the schools of North Carolina, but this understaffed and overworked division will have to be materially expanded to keep pace with contemplated building programs and modern school plant trends.

It will require approximately \$150,000,000 to bring the public elementary and secondary school plants of the state up to an acceptable standard. At least \$100,000,000 of the total need is *urgent* and *immediate*. Many of the counties cannot finance their urgently needed plant programs from local sources. State financial assistance is essential if all the North Carolina school children are to have adequate, decent, and safe school facilities.

Studies show that 72 out of the 100 counties do not have sufficient borrowing capacity for schools, based upon a limit of 5 per cent of the assessed valuation for school bonds, to provide for even their immediate and urgent building needs. Under certain conditions counties can issue school bonds up to 8 per cent of their assessed valuation for schools. However, the estimate of immediate building needs will have to be increased at least 50 per cent to take care of increased enrollments in the next few years as a result of recent high birth rates. Therefore, even if all counties were permitted to issue school bonds up to 8 per cent of the assessed valuation, at least 72 counties will still not have sufficient borrowing capacity to provide for their immediate building needs and their increasing enrollment.

Recommendations

1. *To replace at least 400 white and 1000 Negro school plants which should be abandoned, there should be erected 3500 elementary classrooms, 2500 high school classrooms, 2500 special instruction rooms, and 1500 large general rooms for white schools; and 3500 elementary elementary classrooms, 1500 high school classrooms, 1500 special instruction rooms, and 1000 large general rooms for Negro schools. This makes a total of 17,500 rooms needed, plus the accessory administrative and service facilities.*

2. *The state should undertake a school construction program for the erection of the foregoing and other needed facilities, during the next 10 years, at an estimated cost of \$150,000,000 as follows: sites \$1,500,000, new buildings \$78,500,000, additions \$48,000,000, renovation \$12,000,000, and equipment \$10,000,000.*

3. *A school plant financing plan should be developed to pro-*

vide at least \$100,000,000, during the next six years for the most urgently needed facilities. The finance plan should provide for annual state allotments for capital outlay based upon state allotted teachers and taxpaying ability. Furthermore, as much as practicable and needed for this urgent six year program should be provided from state surplus funds.

4. The plant financing plan should be based on a need-and-ability formula which allocates need according to the number of state allotted teachers in the counties and local effort according to the taxpaying abilities of the counties.

5. State school plant aid should be made available only for projects the locations and plans for which have been approved by the Division of Schoolhouse Planning of the State Department of Public Instruction, under regulations of the State Board of Education.

6. The Division of Schoolhouse Planning should (a) prepare, in cooperation with the State Board of Health and the State Fire Marshal, school plant regulations, and be given the authority to enforce these regulations when they are adopted by the State Board of Education; (b) prepare and issue guide manuals beyond regulatory authority; and (c) provide extensive consultative service on county school plant surveys, functional planning, and plant management.

7. The Division of Schoolhouse Planning, with cooperation from the institutions of higher learning, should expand and improve the program for training the personnel for school plant operation and maintenance.

8. The Division of Schoolhouse Planning should be provided with the following in addition to the Director: two field supervisors for surveys and functional planning, one supervisor of landscaping, one supervisor of plant operation and maintenance, one draftsman, and the necessary statistical and clerical services. Adequate travel allowance should be made.

9. The state should develop some form of state wide school plant insurance program such as state self insurance, state underwriting, or purchase of long term contracts from approved insurance companies.

10. The location of school centers and the size, type, and location of school plants should be determined on the basis of careful studies or surveys. The organization of administrative units and attendance areas, selection of sites, development of building plans, and selection of equipment should be determined on the

basis of educational programs and community services to be accommodated in each plant.

11. *School plant planning should be a cooperative undertaking involving the State Division of Schoolhouse Planning, county and local school administrators and supervisors, teachers, custodians, pupils, non-school public agencies, interested lay groups, architects, and engineers.*

12. *Each school administrative unit, or two or more units in cooperation, should provide a school plant maintenance staff and warehouse and service shops for a continuous and scheduled program of plant repairs and renovation. Adequate budgets should be provided for this purpose.*

13. *Trained custodians should be provided in the ratio of one full time custodian for approximately every ten teachers.*

14. *In planning new school plants and additions, and in remodeling existing ones, special attention should be given to the following features:*

- (a) Large well planned school sites with ample space for buildings, drives, plantings, and areas for school and community recreations.
- (b) Special provisions for community use of school buildings.
- (c) Window design, artificial illumination, and color schemes as they affect visual comfort and efficiency.
- (d) One story buildings wherever feasible.
- (e) Large classrooms with adequate supply cabinets, and with work counters and sinks in the elementary schools.
- (f) Adequate and suitably equipped special instruction rooms for science, art, homemaking, business education, music and band, general and vocational shops, and libraries.
- (g) Special rooms and facilities for children who are handicapped to the extent that they need such facilities.
- (h) Auditoriums with stages adequate for dramatics, physical recreation facilities with dressing and shower suites, and suitable lunchrooms with food service facilities.
- (i) Special wiring and installations for audio-visual aids.
- (j) Adequate and suitable office space for the principal and his central staff, counseling and guidance officers, conference rooms, teachers' work rooms, parents' rooms, and student activity rooms.
- (k) Health suites and rest rooms.
- (l) Efficient installations for heating, ventilating, and cus-

todial service; and adequate and properly located sanitary provisions.

- (m) Ample storage space to meet all needs.
- (n) Garages, with suitable equipment, for the storage and maintenance of school busses.
- (o) Adequate and convenient facilities for the administrative offices of the local school administrative unit.

STATE EDUCATIONAL ORGANIZATION AND ADMINISTRATION

The Constitution of North Carolina provides for a *State Board of Education* of 3 ex-officio members and 10 lay members appointed by the Governor and confirmed by the General Assembly, with two appointed from the state at large and one each from the 8 educational districts determined by the General Assembly, and a *State Superintendent of Public Instruction*, who is elected by popular vote for a term of four years.

The constitutional provisions also state that the state board is charged with "the general supervision and administration of the free public school system and of the educational funds provided for the support thereof" and that the state superintendent "shall be the Administrative Head of the public school system and shall be Secretary of the Board." As an elected official the state superintendent is "to direct the operations of the public schools and enforce the rules and regulations thereto" and to perform a number of other closely related general and specific duties.

In implementing the constitutional provisions, the General Assembly by its act (Chapter 530) in 1945 provided, in effect, for two executive officers of the state board, with the state superintendent responsible for executing its "*instructional*" policies and the Controller for managing its "*fiscal affairs*."

The constitutional amendment of 1945 recognized the need for having the responsibility, with accompanying authority, for functions relating to and involving several phases of the public school program placed in a single state educational authority, with the state board replacing five state agencies existing in 1943. In contrast, the law (Chapter 530) calls for a procedure and a course of action based on a division of authority, resulting, in practice, in a continuous overlapping in the several duties assigned by law to the superintendent and to the Controller.

This attempt to separate functions is based on a false and

untenable premise; it makes for confusion, duplication, and uncertainty of duties; it is responsible for a lack of coordination not only in administering the public schools but in promoting a program of school improvement; it fails to recognize the practical impossibility of considering instructional activities apart from financial activities; and it practically prohibits the organization of a state department of education as a state service agency in the field of education to provide essential professional leadership and guidance and to coordinate educational services.

To have two coordinate executive officials of the state board seems to be not only inconsistent but in conflict with the intent of the constitution to provide *one* officer, the state superintendent, "as Administrative Head of the public school system."

Specialist in school organization are agreed that there should be one state board of education, responsible for policy making functions, and a state superintendent, as its executive officer, responsible for all executive functions.

There is agreement that North Carolina took the right step when it provided for a single state board of education to take the place of the five state educational agencies existing in 1943. There is also *agreement that other steps need to be taken now if there is to be a unified state approach and effort*. It should be possible to achieve this goal if the state will put into effect the proposals submitted below.

Recommendations

1. *The State Board of Education should be established as the policy making body of the state for public school education, including education in residential schools for handicapped and delinquents, and teacher education as represented by those institutions whose major or primary function is training of teachers for the public school system.*

The educational program of North Carolina can be considered adequate only as provision is made for meeting satisfactorily the needs of *all* individuals and groups who can and should benefit from participation in the educational program. All phases of the public school program should, as they are developed, become integral parts of the total program of the public school system.

The laws of the state should charge the state board with responsibility for establishing policies for every phase of public school education, including teacher education, and should delegate

to it the authority needed to carry out that responsibility through the chief state school officer and his staff. Certainly there can be no question about the close relationships that must be maintained in the state between the program of education for public school teachers, the program for the education of children in residential schools, and the educational program for children in schools administered by county and city boards. Exercising leadership in the provision of an adequate supply of competent and ever improving teachers for the state's system of schools should be a primary responsibility of a state department of education.

2. *The State Board of Education should be composed of 10 lay members, not ex-officio, to be appointed from the state at large for 10 year overlapping terms by the Governor, and to be confirmed by the General Assembly in joint session.*

A board of 10 members is small enough to permit action by the board *as a committee of the whole* and large enough to be representative of the people of the state. The number of members must be large enough and the term of office sufficiently long to eliminate the likelihood of one governor appointing a majority of the membership. With 10 members appointed for 10 year overlapping terms (two each biennium) only 4 members will be appointed during each four year period, except in case of death or resignation. This should assure reasonable continuity and consistency in policies. The terms of office of the members of the first board, however, should be as follows: two for two years, two for four years, two for six years, two for eight years, and two for ten years.

Selection from the state at large is preferable to selection by districts or regions because selection at large does not carry with in the idea of "area" representation. Frequently, selection from a designated or defined "area" of a state carries with it, even at the time the selection is made, the idea that the individual chosen is primarily responsible to the "area" rather than to the state. Resulting "area" influences and pressures may sometimes affect procedures and practices of the board with the result that, as certain local matters or problems arise, the board member representing the local "area" involved is expected to, and by general understanding or official assignment does, handle and settle such matters. *Official action on all matters should be by the board acting as a committee of the whole.*

A member, after having served a 10 year term, should not be appointed to succeed himself.

This recommendation cannot become effective until required constitutional amendments have been adopted.

3. *Representation from the Negro population should be included on the State Board of Education.*

The Commission is gratified at the growth of fine race relations which has resulted in the presence of Negroes on some local governing boards. It recommends the extension of the practice of wider representation of all segments of our population on boards, as conditions warrant. Negro school committees for Negro schools is also a wise recognition of citizenship responsibility of the minority race, and should be in general practice.

4. *When the reorganized State Board of Education has been established, it should be authorized to appoint the State Superintendent of Public Instruction, who should be designated as the State Superintendent of Education.*

Since this proposal can be effected only after necessary constitutional changes have been authorized, it is recommended that this authorization be made effective by 1953.

The tenure of the chief state educational officer should depend entirely upon professional ability and success in the office and the remuneration should be at least equal that of any other educational officer in the state.

5 *The State Board of Education should have as its executive officer the State Superintendent of Education who should be responsible for carrying out the policies of the board.*

Action should be taken at the earliest possible date to eliminate the existing division of authority. Necessary changes in the present law to effect this proposal should be made *at the next session of the General Assembly.*

6. *The State Superintendent of Education, as executive officer of the state board, should be the head of the State Department of Education with responsibility, and consequent authority, for the administration and supervision of all phases of the public school program.*

The name of the State Department of Public Instruction should be changed to State Department of Education. This department is not now sufficiently staffed to provide all needed services it should provide, even in terms of the present educational program. As the scope of the public school program of the state is enlarged, the State Department of Education must be expected to occupy an increasingly important role. The needs for

additional personnel are clearly set forth in the findings and recommendations in the various chapters of this report.

The state superintendent should be responsible for organizing and directing the state department and, in turn, should be expected to authorize, approve, and assume responsibility for all of its acts. The divisional organization of the department should not be fixed by law. Instead the responsibility for effecting this organization should be delegated to the state superintendent with the approval of the State Board of Education.¹ The personnel of the department should be selected "on the basis of merit and fitness by the State Board of Education upon recommendation of the Chief State School Officer."²

7. To help improve and coordinate the textbook and curriculum programs of the state, provisions should be made for the appointment of a continuing curriculum committee which would be responsible for making studies and submitting an annual report to the State Board of Education, giving its recommendations for improvements in the curriculum and for changes in textbooks.

This report should serve as a basis for evaluating textbooks proposed for adoption as well as for further improvements in the curriculum of the schools.

8. There should be a definite plan for the coordination of functions and activities of the State Board of Education and the Board of Trustees of the Greater University of North Carolina.

North Carolina's program of public education, from the kindergarten through the Graduate School of the University should be planned and administered as a coordinated system. Experience during the past several years has shown the necessity for having in a state one coordinated educational authority to represent the state educational system in educational matters affecting the entire state. Examples are the programs dealing with the distribution of surplus war properties to the schools and colleges, and the education of veterans.

9. There should be provision for the continued cooperation of state educational agencies with other state and federal agencies whose educational activities affect or involve the public school system.

-
1. **State Responsibility for the Organization and Administration of Education**, Southern States Work Conference, 1942, Bulletin No. 1.
 2. **Report National Council of Chief State School Officers**, Buffalo, N. Y.

A number of state and federal agencies and departments are actively promoting various types of educational programs, many of which provide constructive services to the state and communities. In most instances, such programs should be closely related to regularly organized educational activities. There should be coordination of educational services regardless of the auspices under which they may be developed. Lack of coordination often means duplication of effort and service and consequent unnecessary expense. The State Department of Education should have a leading role in planning such an integrated program.

10. *A comprehensive study of the school laws of the state should be made at an early date as a basis for preparing a revised school code which will eliminate all conflicting and obsolete provisions and provide for a more satisfactory organization of all school laws.* The State Board of Education has already initiated studies along these lines. These studies should be sufficiently comprehensive to provide the basis for a thorough reorganization and recodification of all school laws.

LOCAL SCHOOL ORGANIZATION AND ADMINISTRATION

The public schools of North Carolina are administered through 100 county and 72 city administrative units. Except in those counties in which city units are located, the county unit corresponds to the political government unit.

Seventy-five county and 65 city administrative units each have a school population of 10,000 or less; of these, 14 county and 35 city units have school populations ranging from about 1000 to 3000.

The number of local school districts per county ranges from *one* to twenty-one for white schools and from *one* to fourteen for Negro schools for the 97 county administrative units reporting such districts.

The county boards of education are composed of from 3 to 7 members; the city boards of trustees, of from 3 to 12 members. These boards by law have the duty "to provide an adequate school system for the benefit of all of the children of the county as directed by law."

Members of county boards are nominated biennially in party primaries and appointed by the General Assembly for terms of 2, 4, or 6 years.

Members of city boards are selected either by election by popular vote, by appointment, or by a combination of these

two methods, with the exception of a few boards reported as being self perpetuating.

County and city superintendents are appointed for a two year term by their respective boards subject to the approval of the state board and the state superintendent. They serve as executive officers of their boards.

County boards depend upon county commissioners for approval of their respective school budgets and for the levying and collecting of such local taxes for school purposes as may be necessary to provide required local funds called for in their respective budget requests. City boards are similarly dependent upon city commissioners and/or county commissioners for local school funds. Both county and city boards depend upon the state board for approval of their school budgets.

Local superintendents of schools report a general shortage of, or a limited provision for, professional assistance such as assistant superintendents, supervisors, directors of transportation, caretakers of buildings and grounds (including maintenance), school business officials, attendance supervisors, and lunchroom assistants.

School principals are responsible for administrative, supervisory, teaching, and clerical duties, and for school-community relations. In many instances teaching assignments and routine clerical duties take up too large a part of the principal's official day. Thus, the principal is deprived of the opportunity to give proper attention during the day to problems of school management.

There are more than 950 high schools in operation in North Carolina. Of the more than 700 high schools for whites, more than 550 have an enrollment of less than 200, and about 275 have an enrollment less than 100. Of about 230 high schools for Negroes, more than 175 have an enrollment of less than 200 and 90 have an enrollment of less than 100. *Too large a proportion of the high schools of the state are too small to provide a sound program of education.*

One of the major problems in school administration is that of providing a local educational organization adequate in size and scope, yet flexible enough so that it can be adjusted to changing economic and social conditions and to changing requirements in the educational programs.

Careful study and analysis of the local educational machinery in the light of improvements in the educational program proposed

throughout the several chapters of this report reveal the need for improving local school organization and administration in North Carolina. Many important recommendations proposing ways and means of improving educational opportunities are feasible only if recommendations set forth below are put into effect.

Recommendations

1. *There should be established a more uniform system of local boards of education, as the policy-determining and rule-making authorities in local administrative units.*

Local boards of education should be charged with the responsibility for establishing the general educational policies in their respective local units. Such policies should, of course, fit into the framework of the general educational policies of the state. The board should have full responsibility for all essential services of the local school system.

2. *The local board of education should be composed of 5 or 7 lay members to be selected at large in terms of their fitness for the position, preferably in an independent election, and for overlapping terms of 6 years.*

One means of safeguarding local initiative is to keep the administration of schools close to the people. A local board of education should definitely be the policy determining body for the schools but its members should serve in that capacity only so long as their actions are satisfactory to the electorate. A separate election is not only desirable but necessary if educational interest rather than partisan politics is to dominate. The terms of office must be long enough to assure some consistent continuity in policy. When an entirely new board is elected or appointed *at one time*, there is always the possibility, if not the likelihood, that there will be an interruption in the program. Such interruption usually results in much lost motion. Overlapping terms for board members tend to eliminate this problem.

A local board of 5 or 7 members is large enough to be representative of the people in the unit and small enough to expect it to function as a *committee of the whole*. With 6 year overlapping terms, the board membership would be selected in a 2-2-1 or a 2-2-3 order in elections scheduled biennially.

3. *Provision should be made by the General Assembly for requiring the local tax levying body of a county to raise the local revenue necessary to meet that county's share of the cost of the*

minimum foundation program of education as defined by the legislature.

Local boards are expected to carry out their mandates for efficient operation of the schools in their units and to provide at least the minimum foundation program of education required by the legislature. Elsewhere in this report it is recommended that a plan of financing be adopted under which each county will be required to make a minimum local tax effort to support the minimum foundation program in proportion to its relative tax paying ability. Since boards of education are not tax levying bodies in North Carolina, their requirement should be directed to the local tax levying body. This principle is already incorporated in the statute of North Carolina with respect to certain elements of school costs.

4. The local superintendent of schools should be appointed by the board for a term of 4 years, and should serve as the executive official with responsibility for administering the educational program in accordance with the policies and rules of the board.

One of the principal duties of the local board should be the selection of a well trained superintendent of schools. The board should be free to consider for appointment for its executive officer *qualified professional leadership without being restricted by residence limitation*. The sole consideration of the board in selecting the superintendent should be professional qualifications. Progressively higher standards for professional qualifications should be established during coming years.

The superintendent should have the responsibility for selecting and recommending for appointment by the board the administrative, supervisory, teaching, and other personnel needed for the efficient operation of the school system. Professional ability should be the sole basis of his recommendations for appointment and continuance of service of this personnel.

The relationship between the board and the superintendent must be clearly defined. When so defined and adopted by the board as rules of procedure, misunderstanding and confusion are less likely to result.

5. There should be a definite plan for providing professional assistance in the office of the superintendent of schools.

The state budget law makes little if any provision for such assistance with the result that, except as a local unit exercises the option through the use of local funds, the superintendent is forced to give so much of his time to details and routine work

that he has little time to devote to the professional management and direction of the educational program. Efficiency in local operation and administration can, without question, be improved as soon as provision is made for properly trained professional assistants so urgently needed in the offices of the local superintendents of schools.

6. School principals, as defined elsewhere in this report, must be relieved in so far as practicable from general clerical and routine duties so as to be free to devote their time to the skilled technical services for which they are employed.

It is economy to provide clerical assistance for principals. A decision should be made as to nature of services a principal is expected to render, namely, whether he is to be primarily an administrator, a supervisor of instruction, an attendance officer, a supervisor of transportation, a teacher, or a clerk. A principal of a large school in particular cannot be expected to serve effectively in all of these capacities.

Good administration places large responsibility in the hands of the school principal. The individual school is the unit of a school system which means most to children and to their parents and to the area served by this school. A properly trained and well qualified person selected to serve as principal of a properly organized school is entitled to sufficient time, free from clerical and routine duties, for the major responsibilities of the position.

7. Provision should be made for the designation by the reorganized county boards of education of an advisory committee of 3 or 5 members for each school.

This provision makes it possible for the people of the area served by a given school to have designated representatives who understand local problems and can officially present school needs of the area to their principal and, when considered necessary, to their board of education. There are numerous occasions when the advice of these committees will be most helpful. The duties and responsibilities of these advisory committees should be clearly defined. An advisory committee should have the right to reject by unanimous agreement any teacher recommended for its school. The responsibility for making recommendations for appointment of instructional and other personnel should rest with the superintendent and principals.

8. Legislation should be enacted placing responsibility on the State Board of Education, with the assistance of county commit-

tees on reorganization, for making and carrying out a plan for determining, on a state wide basis, the number of local school administrative units and the number of school attendance areas that can satisfactorily provide the educational program of the future.

A satisfactory administrative unit can and should provide specialists in such areas and fields as school library, vocational education, guidance, music, art, health and physical education, special education, pupil transportation, and attendance, as well as a competent staff of administrative, supervisory, and clerical personnel. It should also provide, in cooperation with other agencies, such services and aids as health clinics, school lunches, community libraries, recreation, and audio-visual aids. A satisfactorily organized school should have enough pupils to justify at least one teacher per elementary grade and twelve teachers for the high school grades.

The State Board of Education should (a) develop standards of local unit organization to be used by county committees; (b) work out procedures for making essential studies of existing situations; (c) provide professional assistance to county committees; (d) review proposed plans of county committees as the basis for recommending improvements; and (e) disapprove unsound proposals.

The County Committee should (a) make local studies with assistance from the state to determine the need for reorganization in accordance with standards and procedures of the state board. It should (b) prepare, on the basis of studies, a tentative plan of local unit reorganization for the area involved, setting forth proposed unit boundaries, arrangements on bonded indebtedness, disposition of school buildings, and need for and approximate location of permanent school centers. It should (c) secure active cooperation of the lay public through public hearings on the proposed plan, and should (d) submit this proposed plan of reorganization to the state board for review.

9. Since a local administrative unit should be sufficiently large to warrant the provision of all essential and desirable administrative and supervisory services, except those provided by the state, local units of school administration, established in the future, should be organized so as to assure in the unit an absolute minimum of 3500 to 4000 school population and a desirable minimum of 9000 to 10,000 school population.

One of the functions of the administrative unit is to furnish,

either at local or state expense or both, at a cost that bears a reasonable relationship to the total current cost of the educational program, those administrative and supervisory services necessary to facilitate the operation of the whole educational program. Such services are concerned with *educational and business administration, supervision of instruction, health supervision, and census and attendance supervision.*

If an administrative unit has a much smaller number of pupils it can offer a good program only at an increased cost per pupil. The more pupils it has up to 9000 or 10,000, the broader the program it can offer at a reasonable cost.

10. *Except as it is found to be administratively impractical, secondary schools should be established so as to assure an absolute minimum enrollment of 300 pupils and a desirable minimum of 500 to 600 pupils. Junior-senior or 6 year high schools should have an absolute minimum of 450 to 500 pupils and a desirable minimum of 600 to 700 pupils. A four year secondary school, including the 13th and 14th years, should have an absolute minimum of 600 to 700 students and a desirable minimum of 900 to 1000 students.*

If secondary schools are organized with much smaller number of pupils than those recommended here, their several programs of offerings will have to be restricted or else will have to be provided at increased cost per pupil. *When secondary schools of smaller sizes have to be authorized because of isolation, comparable services should be provided at the necessary cost.*

THE FINANCIAL PROGRAM FOR PUBLIC EDUCATION

Contrary to general and popular belief, the state school system does not provide or claim to provide a complete foundation program for every child. Instead, some essentials are dependent entirely upon local initiative and ability which vary widely. The combined state and local finance plan should be designed so that the North Carolina program will be a complete foundation program of public education at the level of the state's financial ability. The plan should include all items of current expense. Capital outlay is an essential part of the basic program.

The local community, too, should help to support all elements of a foundation program, and should do so in proportion to its taxpaying ability. For a time the state required the local application of a uniform tax rate for school support. Uniformity still exists in so far as state tax rates are concerned. However,

some local school support is now compulsory without any measure of uniformity. For example, the maintenance of school property is assigned to local units. Likewise, the capital investment in school buildings must be made locally without any consideration being given to the financial capacity of the local unit to make this investment.

State school funds are now improperly allocated to certain specific items of school expense. State money will supply coal to heat a school building, but even if the furnace grates are broken or a window pane is out so that more fuel is wasted than the repair would cost, state funds cannot be used for the repair, since maintenance is financed, if it is financed at all, by the local unit. Whatever justification there is for the earmarking of state appropriations, it cannot be extended to cover the favoring of one essential element of school expense to the complete exclusion of an equally essential element. The state should use state support to reinforce and strengthen every element that is recognized as essential to a complete foundation program.

Fiscal policy should promote efficiency and economy and should discourage waste in the operation of public education. Present practices in the allocation of teachers subsidize the maintenance of small weak high schools, and discourage further progress in the reorganization of school centers. Furthermore, a charge against the regular teacher allotment for the services of a non-teaching principal is not only an impediment to more efficient administration but it actually deprives the school of the special services of guidance, leadership, and the like, if the principal is not provided. If the principal is provided, the pupil load of teachers is increased or the expenditures of local funds for an extra teacher is required. The state should use the mechanics of distributing state funds in such a way as to encourage efficiency and economy in the school enterprise.

WHAT IS THE MINIMUM FOUNDATION PROGRAM OF EDUCATION?

The minimum foundation program of education is comprised of the "educational decencies" which every child in the American democracy has a right to expect. Stated simply, the foundation program is a well educated, inspirational teacher competent to bring out of a child the best that is in him; a well lighted, well heated, sanitary, attractive school building well equipped with good books and other instructional materials; safe,

hygienic transportation if he lives too far from school to walk; and, finally an efficient plan for operating and maintaining the school plant and administering the school system. It is made up of those basic essentials of education which should be made equal for every child in the state regardless of his race or where he lives. The state *can* and *should* provide equal opportunity for all children in so far as the minimum foundation program of education is concerned.

The state should also equalize the total tax effort from both state and local sources for financing the minimum foundation program. The present North Carolina plan of financing equalizes the tax effort for teachers' salaries and transportation but it does not equalize the tax effort for the foundation program of buildings and building maintenance.

It may be necessary to continue to use state funds for small weak schools where it is not feasible to reorganize them, but the use of state funds should not perpetuate them beyond the point of necessity.

The state cannot and should not attempt to make the total educational program exactly identical for all children. For instance, it would be impossible to teach all children in school buildings of exactly the same size. Differences in density of population alone will prevent that. But regardless of whether a child lives in a mountain cove or a modern city, the state can provide that child with the basic essentials of an adequate minimum foundation program of education.

The foundation program should consist of the educational opportunities—those “educational decencies”—which ought to be maintained equitably throughout the state. Communities able and willing to operate a higher level of educational program than the foundation provides should be permitted and encouraged to do so. The more fortunate areas having greater concentrations of wealth, not only have a proportional part of the total cost of schools and other governmental services to bear but they generally provide opportunities for experimentation, developing improved practices, and exercising leadership that eventually effects improvements in the state system. The privilege of units at the local level to supplement the foundation program should be preserved.

Recommendations

1. *The state finance plan should have as its objective the guaranteeing of equality of educational opportunities in the minimum*

foundation program for all children in North Carolina, whether white, Indian, or Negro; rural or urban; rich or poor. In order to achieve this objective, the state finance plan must have at least the following characteristics:

(a) The state finance plan should encourage efficiency and economy in organization and administration.

(b) The finance plan should provide adequate support both at the state and local level for all essential elements of school cost included in the minimum foundation program.

(c) State funds should be applicable toward the support of every essential element in the minimum foundation program.

(d) The state finance plan should provide as comprehensive a foundation program as the total resources of the state will permit.

(e) Each local school administrative unit should be required to make a uniform minimum local effort in proportion to ability in order to participate fully in the foundation program.

(f) Local units should be allowed to supplement the uniform minimum local effort.

2. *The foundation program should include adequate financial provisions for such major items as instructional salaries, transportation, other current expenses, capital outlay, and debt service.* Due to the fact that North Carolina has demonstrated that a state operated system of transportation has many inherent advantages over locally operated systems of school transportation, it is recommended that the state continue this system and pay the entire cost of the foundation program of school transportation including the purchase of original busses for additional routes. It is recommended that the state define the cost of an adequate foundation program for instructional salaries, other current expenses, capital outlay, and debt service, and that from 70 to 90 per cent of the cost of the foundation program for those items be provided from state funds and from 10 to 30 per cent from local taxes levied by the local units in proportion to taxpaying ability.

3. *The cost of the foundation program, to be financed jointly from state and local sources, should be based upon instruction units determined from average daily attendance.* Instruction units

should be allowed for at least the following instructional services.

(a) Basic teaching units or state allotted teachers determined by a scale which provides the same basic pupil load per teacher in elementary and high schools of the same size. Such a scale should provide for a smaller pupil load per teacher in small schools in sparsely settled areas which cannot reasonably be consolidated with larger schools. The state should determine by survey how many small schools are necessary, and no adjustment in the pupil load per teacher should be made for unnecessary small centers. The maximum load per teacher provided by this scale should not exceed 27 to 30 pupils in average daily attendance.

(b) Additional units for vocational education determined by the vocational needs of the secondary schools. Such needs should be evaluated by surveys made by the state, and vocational units should be provided where the demands for any type of authorized vocational training are such that a minimum teacher pupil load for the vocational unit will be at least half the load of the basic instruction unit for that school. The nature of vocational instruction is such that it is not practicable to require as heavy an attendance per vocational unit as the basic instruction unit.

(c) Additional units for teachers of adults determined upon the basis of the number of pupil hours taught in adult classes. One adult instruction unit should be provided for approximately 13,500 adult pupil hours taught per school year.

(d) Additional units for teachers of handicapped children who cannot be properly taught in regular classes determined by the number of such children at a school center as certified to by a qualified physician, psychologist, or psychiatrist. One teacher should be allotted for a minimum of ten such children at a school center.

(e) Additional units for the administration of instruction and special instructional services determined upon the basis of approximately one-eighth of the total instruction units included in (a) to (d) above.

4. *The total cost of the foundation program to be jointly financed by state and local funds should be determined as follows:*

(a) *Instructional salaries*—multiply the different types of instruction units or state allotted teachers indicated above by the state salary schedule or schedules. The present state salary schedule will have to be greatly increased if North Carolina attracts to and holds in the profession a sufficient number of trained teachers to staff the schools.

(b) *Other current expenses*—multiply the total number of state allotted teachers by at least \$300 and preferably \$400.

(c) *Capital outlay*—multiply the total number of state allotted teachers by \$340 in order to amortize plant costs over a thirty year period. (If the state continues to require counties to make initial purchases of busses, this amount should be increased to \$400 per teacher in county school systems.)

(d) *Total cost*—the sum of items (a) to (c) above.

5. *The amount of state funds to provide for the foundation program should be determined by multiplying the total cost of the jointly supported foundation program by 70 to 90 per cent, and the total local effort should be determined by multiplying the total cost by 10 to 30 per cent.*

6. *The local effort required of each county should be determined by an objective index of taxpaying ability.* This index should be composed of factors not subject to manipulation or discretionary interpretation, such as (a) volume of retail sales, (b) value of farm products, (c) state income tax returns, (d) number gainfully employed in industry, and (e) utility valuations. Data should be secured from the most recent state and federal reports. The index for each county would show the proportion of wealth in the county to the total wealth in the state. The proportionate part of the total required local effort which is to be made by each county should be determined by multiplying its index by the total local effort required of all counties. The General Assembly should require the tax levying body of each county to raise the revenue necessary to meet that county's part of the total required local effort as defined by the General Assembly.

7. *The tremendous accumulation of need for plant facilities and the pending sharp increases in need from increased enrollment should largely be financed by extraordinary appropriations.* Any allocation from surplus funds should be in addition to the foundation program and should be earmarked for emergency use. Allocation of special support for plant needs should follow the basic finance principles of teacher unit bases and consid-

eration for local ability and effort. These principles will guarantee that all counties share equitably in the funds.

8. *The excessive fees being charged to students for essential instructional supplies should be eliminated since such supplies are a part of an adequate foundation program.*

9. *Local school administrative units should be required to maintain, safeguard, report, and audit internal fund accounts for all monies handled or sponsored in each school.*

10. *A substantial direct appropriation for state and regional supervision should be made for the State Department of Education. Recommended personnel are needed immediately for the survey and identification of permanent school centers before capital outlay funds are expended.*

11. *The legal debt limit should be increased in inverse proportion to the rate of interest paid.*

12. *Legislation should be provided to transfer to county boards of education the bonded debts and title to physical properties now held by "local districts" in order to administer efficiently and equitably the recommended capital outlay program. Power to levy taxes and issue bonds should be taken away from "local districts."*

* * * * *

SPECIAL RECOMMENDATION

Proposal for Continuance of This Study

Because of the urgency of certain matters and the limitations of time the commission has not been able to complete investigations, some now underway, in important areas of education. Therefore it recommends that the General Assembly of 1949 provide for a commission or other group to continue studies in the areas of merit rating, curriculum, guidance, local organization and administration, and any others designated by the General Assembly or adopted by the proposed commission.

* * * * *

ALTERNATE RECOMMENDATIONS ON FINANCE PLAN OF THE STATE EDUCATION COMMISSION

FOREWORD

Money for the support of the public schools in all the states is divided into three main classifications as follows: (a) current expense, (b) capital outlay, and (c) debt service.

Current Expense: Current expense includes the salaries of superintendents and their office expense; the salaries of all teachers and principals; the cost of heating the school buildings including water, light, and power; transportation including the purchase of replacement busses; other lesser items of expense.

In North Carolina, the state pays about 80 per cent of the total current expense cost of the schools each year from its general fund tax receipts. The counties and cities pay the remaining 20 per cent from supplementary taxes and from constitutional non-tax funds such as fines, forfeitures, poll taxes, dog taxes, and penalties.

Capital Outlay: Capital outlay is for the construction of new buildings and equipment. Naturally renovations and additions are included. This is a county-wide obligation. There is no responsibility on a city to provide public school buildings.

The counties usually issue long term bonds for capital outlay purposes, and since new buildings are not required each year, the bonds are usually paid off long before the building is outmoded or unfit for use, and thus the counties can keep pace with the building needs.

Debt Service: Debt Service is a fixed charge which must be paid on the principal and interest due each year until the bonds are retired. This is a county obligation. It is simply repaying the money which was borrowed to erect and equip the school building.

Background: It is well established by the North Carolina Constitution and the supporting decisions of the Supreme Court, that the county commissioners of each county, as the tax levying authorities of the county, are required to provide the school buildings in each district in the county necessary for the constitutional school term. This requirement would seem to include both capital outlay and debt service.

Originally the counties also provided the current expense costs. However, as the term of school lengthened and the number of children attending school increased, it became necessary for

the state to levy taxes, other than property taxes, to assist the counties in providing current expense money for six, eight, and finally nine months of school for grades one through twelve. Also it became necessary for the state to assume most of the current expense cost, leaving only capital outlay, debt service, and maintenance as county obligations.

In order to assure the teachers and children that all the schools would be open for the same length term, it became necessary for the General Assembly of 1933 to increase state tax rates higher than similar rates in adjoining states and to add thereto a retail sales tax. These rates have remained in effect until today. These tax schedules which produced \$16,000,000 for schools in 1934 have provided \$65,000,000 for the current school year. Also considerable further increase in school appropriations will be added by the 1949 General Assembly.

During the past fifteen years the counties have been providing \$3,000,000 to \$4,000,000 per year for capital outlay, and from \$4,000,000 to \$5,000,000 per year on debt service. They are now in a position to accelerate their capital outlay program in the post war period.

During the past fifteen years the State of North Carolina has placed the current expense needs of the public schools as its first objective, and has appropriated annually from 66 to 70 per cent of its total general fund appropriation to public school support. No other state assumes so high a percentage of the current expense support of the schools as does North Carolina, with the possible exception of New Mexico and Delaware. These are relatively small states.

Likewise, no other state in this area is making the same tax effort to support schools as does North Carolina. In fact, most of the school support in the neighboring states comes from local property taxes.

Briefly stated, North Carolina provides for 80 per cent of the total current cost of the schools while the county and city units provide the remaining 20 per cent, together with capital outlay and debt service requirements.

This system has worked well for the past fifteen years. It replaced the old equalization system with all its bickerings, which was in force prior to 1933.

Since 1933 each General Assembly decided how much money will be available for the public schools. This amount is usually two-thirds of the total money appropriated for all purposes. All

the other agencies, such as colleges and mental institutions, must get along on one-third of the appropriations.

The present system makes it possible for a maximum of each school dollar to go into the salary of teachers—thus 82 to 84 per cent of each school dollar provided by the state goes into salaries. No other state is able to place so high a percentage of its school dollar in salaries.

Because this system has worked so well during the past fifteen years—during which time all vouchers have been paid in full and on time, salaries between the races have been equalized; a sound retirement system for all school personnel established; free textbooks provided for all children in the elementary grades; free transportation for 350,000 children to and from school each day; a reduced teacher load; and many other advantages which are the envy of the other Southern states—we the undersigned do not wish to jeopardize the future success and further progress of the schools by throwing overboard the present method of financing the schools in order to readopt the old equalizing scheme which we discarded many years ago.

We differ from the viewpoint expressed in the majority report which seeks to impress on North Carolina the little tried system of Florida, which proposes to place *capital outlay and debt service* in the same basket with *current expense*.

We feel that so much of the total fund would be required for capital outlay and debt service, that current expense (teachers salaries) would suffer. Buildings would be erected at the expense of the teachers.

We believe that for the reasons hereinafter set out in more detail, that the state should continue to support the current expense program only, and with every possible dollar; that the buildings and their maintenance should remain the obligation of the counties.

INTRODUCTION

The undersigned members of the State Education Commission believe this part of the report could be more properly labeled an alternate finance plan to carry out the long range objectives and recommendations of the committees. With most of these, we are in agreement. Acknowledgment of our indebtedness is made to the volunteer committees composed of laymen and members of the teaching profession who, without remuneration, made basic investigations on which the conclusions of the Commission are

in large part based. Specifically all members of the Commission agree that:

- (a) Teachers and other school personnel salaries should be increased; and to the extent possible, teaching loads should be reduced.
- (b) The state is in need of new school buildings and additional classrooms. The state government should take the initiative in stimulating a school building program, using state funds for this purpose, if necessary.
- (c) State funds for school buildings should be allocated to counties on a basis which takes into consideration both their needs and their ability. Such funds, moreover, should be made available on terms which will insure that buildings conform to acceptable standards as to location, size and plan, and which will provide equitable distribution of funds within each county.
- (d) Steps should be taken for the recruitment of candidates for teaching degrees and to improve teacher training.
- (e) The state government should increase its support of vocational education.
- (f) The state government should increase its support of other items of current expense, and should eliminate any features of the present plan which promote uneconomical practices. This can be done through the proper administration of the permanent loan fund outlined in other sections of this report.
- (g) The study of the merit rating plan for teacher compensation above the minimum salaries should be continued for a full school year in an effort to discover techniques that will objectively and impersonally measure teaching ability.
- (h) Further study should be given to the curriculum, and to evaluating how effectively the elementary function of instructing children is being done at the present time. Some members of the Commission felt that this phase of the study should have been given priority during the past year.

MAJOR POINTS OF DISAGREEMENT

With respect to the financial plan prepared by the finance committee and by the consultants retained by the Commission, the undersigned members of the Commission are unwilling to endorse for the following major reasons:

- (a) The proposed plan will shift to local property taxes a part of the current cost of its standard state-supported school term, which at the present time, is financed entirely from non-property tax sources. The undersigned believe that this shift will have undesirable consequences for many counties, and for the economic development of the state.
- (b) The proposed method of financing represents an *unnecessary* departure from the plan of school support which the state deliberately adopted in 1933 for reasons which in the opinion of the undersigned are still valid. The state abandoned the equalization plan because it failed the schools in a period of economic crisis. The improvements which the committees propose can be achieved within the framework of the state's present financial plan by the appropriation of more money for school operation.
- (c) The proposed plan gives insufficient consideration to the question of what proportion of the recommended school improvements the state will be in a position prudently to finance within the next biennium.
- (d) The proposal to tie the teachers' salary schedule to the cost of living index is unwise because it could result in salaries being reduced at a time when the state had sufficient funds to pay salaries in full. Were this policy in effect now, teachers salaries would be less than present pay, as the table in the full report shows. Should living costs drop rapidly, as it did between 1920 and 1933, this tie-up would call for an automatic cut of 66% per cent in base salaries, instead of the 32 per cent cut imposed in base salaries in 1933.

EFFECT OF SHIFT TO PROPERTY TAX

The final version of the finance committee report tentatively suggests a uniform state wide minimum foundation program, jointly supported by the state and the counties. The program would cover all essential elements of school expenditure, including an allowance for capital outlay. The proposed foundation program would cost \$111,000,000 the first year. Local units are allowed, as at present, to supplement this minimum foundation program. The state would pay the full transportation cost, estimated at \$7,000,000. Of the remaining \$104,000,000, the state would supply 90 per cent or \$93,600,000, and the counties 10 per cent or \$10,400,000. Total cost for the state would, therefore, be

\$100,600,000. This is about \$35,000,000 more than the state will provide from its general fund this school year.

Unless counties and city school districts make corresponding reductions in their local supplements for instructional service and other current expense costs, the proposed plan would require an aggregate increase of about \$2,600,000 in local revenue for schools, which would come primarily from property taxes.

Aggregate property tax levies in the state have already increased by more than \$15,000,000 during the past four years. For the year 1947-48 local property taxes reached a total of \$61,079,000 for the state as a whole. This compares with a total of \$40,330,000 in 1939-40, and a total of \$62,715,000 in 1929, before the present plan of school support was adopted. Local property taxes for schools have risen from \$10,142,000 in 1941-42 to \$18,091,556 in 1947-48, and further increases have taken place this year.

The proposed plan will affect the school property tax levies in the various counties in a very unequal manner. Some counties will have extremely high increases; other counties may experience reductions. A table showing the effect of the plan on three groups of counties—the rich, the medium, and the poor—is in the full report of the undersigned. A few random samples will illustrate. If last year's standards are maintained in Alamance county the proposed plan will increase local school costs \$70,000, in Buncombe \$192,000, in Durham \$217,000, in Guilford \$437,000, in Mecklenburg \$565,000, in Gaston \$327,000, and in Nash \$54,000. There may be small reductions in some counties.

Counties could avoid these cost increases only by abolishing or drastically reducing their present local supplements, confined largely to city schools. Few counties could avoid an increase in taxes on farm property because only a few rural systems supplement the instructional program. The undersigned do not believe it desirable to abolish or reduce these supplements, because they think local school systems should have some leeway for enriching the state program, if they so desire, and for adapting their school services to local conditions.

By increasing local property taxes, the proposed plan will unbalance the present state tax structure which was adopted on the assumption that local property taxes would be kept low.

In general the most highly industrialized counties of the state would experience the highest property tax increases under the

proposed plan. Thus the plan discriminates unduly against laboring people who work in industry. They would have to pay higher property taxes or higher rents. Industry itself would also feel the effect of increased property taxes, on top of state income and franchise taxes that are already high in comparison with competitive states.

A large part of the present local tax levies for schools are raised by city administrative units. The proposed plan calls for local tax contributions on a county wide basis. This will tend to cause a disproportionate increase in the taxes on farm property in counties having large cities.

North Carolina's experience with the state fifteen cent levy for schools in 1932 and 1933 indicates that the property tax is an unreliable source on which to rely for school operation in times of depression. There is no difference between a state property tax levy and a legislative requirement that counties make a levy before they get their part of the state provided money for schools. The same people pay from the same income.

The proposed index of financial ability is based on components such as the value of farm production, retail sales, taxable income, and the number of industrial employees, all of which fluctuate from year to year. These data are always a year or more behind the tax year for which they will be used. Changes in the index of any county will change the relative tax contribution of all counties. This fluctuation in required county contributions will be of negligible importance where required contributions are small, but will be a disturbing influence in counties in which the required contributions are relatively large.

THE PROPOSED PLAN IS NOT NECESSARY

It is possible to achieve the objectives of the proposed plan, namely a uniform and complete foundation program throughout the state with a uniform local tax effort, within the framework of the state's present financial plan, and with no increase in local property taxes.

The state now provides for a standard state wide educational offering involving state wide equality of tax effort with respect to all elements of a complete foundation program except maintenance of plant, fixed charges, capital outlay, first cost of busses, debt service, and a few other items of small amount.

With respect to those elements of the foundation program which the state now fully supports, expansions and improvements

can continue to be financed as they have been for the past fifteen years, from tax sources other than general property taxes. In this connection, it is pertinent to observe that, under the present plan, state expenditures for schools have increased from \$16,-840,561 in 1933-34 to \$62,655,102 last year and approximately \$65,000,000 for the school year which began this September.

Average annual salaries for teachers have increased from \$560 to \$2066 annually; base salaries for A certificates on maximum experience from \$90 monthly for 8 months to \$241 monthly for 9 months.

The foundation program proposed by the consultants and the committees includes an allowance of \$340 per teacher per year for capital outlay. This allowance, however, is tied with a financial plan which, as has been indicated, will increase local property taxes. The total amount suggested is \$9,588,000 which is the product of \$340 times 28,200 teachers it is recommended be employed next year. The state's part would be 90 per cent of the total—\$8,629,000—or the amount of state money needed to raise teacher salaries 16 per cent. This amount of money is so small in comparison with the building needs that the counties will find it more advantageous to borrow money and use this fund to service debts. Apparently there is no prohibition of this use in the proposed plan. Should this occur on any extensive scale and increase in the future, this would seriously affect the ability of the state to hold salaries at a desired level, because debt service is a prior obligation on the state. Debt service is met in full and on time, no matter what other cuts have to be made.

The committee proposal also recommends that those items of current expense or operating costs, not now supported by the state, such as plant maintenance and others, be included in the foundation program. The \$4,000,000,000 worth of tangible and intangible property now carry this part of the costs, aided by the non-tax revenues such as fines, forfeitures, dog taxes, and poll taxes. Property also pays for debt service and capital outlay.

As to those elements of a complete foundation program which the state does not now support, it can, without increasing local taxes, guarantee a state wide minimum of facilities and services on the basis of state wide equality of local taxing effort by the device of a state fund to aid counties and property carry this load. Likewise through the use of a state equalizing fund, it would be possible to guarantee the same minimum per teacher

for maintenance, capital outlay, and debt service without increasing local property taxes. The total cost of \$340 allowance for 28,200 teachers would be \$9,588,000. The state might undertake to underwrite 55 per cent or \$5,273,400 of this amount, leaving the remaining \$4,314,600 to be raised by the counties. The sum to be raised by the counties would be apportioned among them on the basis of the index of ability proposed by the finance committee. Each county would receive from the state the excess, if any, of the product of the number of its teachers multiplied by \$340 over the amount of its required local contribution as determined by the ability index. Amounts which counties are already spending for maintenance, capital outlay, and debt services would be counted toward their contributions. In practically all instances the counties are already spending for maintenance, capital outlay, and debt service as much or more than the amount of their required contribution. Thus, no increase in local taxes would be involved except in a few isolated cases where expenditures for the above purposes relative to ability are now unusually low.

Under the method outlined, using the index proposed, Guilford county would receive a net grant of \$54,500 from the state. Its required local contribution would be \$313,400 but, since it is already spending \$883,000 for the purposes specified, no further local funds would have to be raised. Nash county would receive a net grant of \$116,700 from the state. Its required local contribution would be \$53,950, but it is already spending twice this amount for maintenance, capital outlay, and debt service. Similarly Alexander county would receive a net grant of \$32,550. Its required local contribution would be \$9,950. This would involve no additional local expense, since the county is now spending about \$24,000 per annum for the purposes specified.

An index of economic ability should be devised, however, which does not unduly discriminate against the laboring man, the farmer, or against industry, and that is not subject to the fluctuations inherent in the proposed index.

BUILDING PROGRAM

To meet the school building needs, the school plant and the finance committees suggest that the state distribute \$50,000,000 of its unappropriated accumulated surplus to the counties on the basis of need and ability as an outright grant. The committee plan requires that the counties add \$12,500,000 to this amount

making a total of \$62,500,000, or \$2,193 per teacher immediately available for new school construction.

The \$12,500,000 to be raised locally will be apportioned among the respective counties on the basis of the proposed ability index. Each county would receive from the state an amount equal to the excess of the product of its number of teachers, multiplied by \$2,193, less its share of the \$12,500,000 to be raised locally as determined by its ability index.

Under the proposed plan Mecklenburg county, which is estimated to have 1009 teachers, and which according to the ability index, has 7.817 per cent of the taxable resources of the state, will receive \$1,236,000 from the state on condition that it raises \$997,000 (7.817 per cent of \$12,500,000) through its own efforts. Orange county with 177 teachers and .445 per cent of the taxable resources of the state will receive \$331,000 from the state on condition that it puts up \$57,000 of its own.

To the opinion of the undersigned members of the Commission, there are two major objections to the committee plan as outlined above:

- (a) It gives considerable sums of money to wealthy counties which are well able to borrow on reasonable terms, and which have already authorized by the people's vote large bond issues for school buildings. As a result, the amount available for counties in which the need is greater, the ability smaller, and which are not able to borrow on as favorable terms, is reduced by that much.
- (b) The plan is short sighted; it does not look to the future. The state may never have a surplus of the present dimensions again. Fifty million dollars will satisfy only a part of the present building needs, and after this sum has been distributed and spent, the state will not have resources left with which to assist counties which are unable to borrow on favorable terms to meet their remaining building needs, or take care of future needs.

To obviate the above objections, the undersigned members of the Commission propose as a substitute that the state appropriate \$50,000,000 of its unappropriated surplus, or so much thereof as may be available, to establish a permanent loan fund for school construction. The amount which each county would be entitled to borrow from the fund would be based on its needs in proportion to the needs of other counties. Interest rates should be from $\frac{1}{2}$ of 1 per cent to 3 per cent. The ability of the county

to meet its needs would determine the interest rate charges. The loans should be long term—30 years. Repayments should be made annually.

The undersigned members of the Commission believe the finance plan they propose, coupled with the permanent school building loan fund, will provide more money for the school system than would the committee recommended plan. Adequacy of support is important for the operation of schools, but stability of support is imperative. The flow of revenue under the present plan will be steadier in good times and in bad times than under the proposed plan.

People will vote bonds and increase taxes for school buildings when they refuse to increase taxes for current expenses. Buildings are tangible assets. They are easier to sell the people. Additional money for operating costs can more easily be secured from indirect sources of taxation. Evidence of this is found in the fact that during the past eighteen months, North Carolina communities have voted nearly \$42,000,000 in school building bonds. Interest charges alone on these bonds will amount to more than \$1,000,000 annually.

During that same period not one penny has been voted to increase or supplement the state provided minimum program for rural schools.

The school debt on June 30, 1948, amounted to \$49,890,553, much of which was voted during the last year and several millions of which have been added since June 30, 1948. Even this addition to the outstanding debt does not put most counties near the legislative debt limitation of 5 per cent for counties or 8 per cent for the combined limit of a city and a county.

RECOMMENDATIONS FOR 1949 LEGISLATION

The undersigned members of the Commission recommend that the 1949 session of the General Assembly:

1. *Continue the \$30,000,000, reserve fund, but earmark this fund for use only as a cushion against the necessity for cutting salaries of state employees, whose pay comes from general fund revenues, should revenue during the next biennium not come up to estimates.* The Governor and Advisory Budget Commission should be authorized by law to use this fund for this purpose without calling a special session of the legislature. Assuming that \$30,000,000, plus accrued earnings, was sufficient to cushion

a fall in revenues in the past, the fund should be increased by at least the same percentage as salaries are increased.

Tables in the full report of the undersigned members show that North Carolina spends a larger percentage of its income on schools than any other Southern state, and stands eighth in the nation in this respect. Our larger percentage of children per adult income earner requires that this state make considerably more than the average effort to provide schools for our children. Another table in this report shows that though the salary increases since 1940 have more than kept pace with the rise in the cost of living, the increases have not been as high in percentage as have the earnings of factory workers and others employed in private business for which statistics are available.

2. *Teachers salaries should be increased.* If brought up only to the same percentage above 1940 as factory workers, the cost would be about \$8,750,000. A 20 per cent increase would require about \$10,400,000, a 30 per cent increase, which was about that given two years ago, would require adding \$16,200,000 to the school budget.

The desirable schedule ranging from \$2400 for the beginning teacher to \$3900 for the teacher with maximum experience holding a graduate certificate, would necessitate increasing the appropriation about \$31,500,000.

The committee reports recommend a number of additions to the administrative staff on the state level, as well as instructional help on the state and local level. Instructional service, school house planning, and the like are among those especially mentioned, which are needed.

3. In addition to these the undersigned members of the Commission believe that if the state is to make any lasting contribution to the solution of the building program both now and in the future, it should not only establish a permanent school building loan fund from such surpluses as have accrued, or may accrue in the future, but *the 1949 General Assembly should provide for the establishment, as a part of the administrative functions of the State Board of Education, a Division of Surveys and Loans, with competent director and assistants.* The duties of the division would be:

- (a) Aid the administrative units in making surveys of long range school needs.
- (b) Cooperate with the Division of School House Planning in advice on plant planning and location.

- (c) When surveys are completed to follow through with local school officials and interested lay people in launching and conducting campaigns for new plans and plant consolidation.
- (d) To work with school officials and local tax levying authorities on a long range capital outlay program, encouraging the levying of taxes to create a capital outlay fund in anticipation of needs, thereby saving interest charges.
- (e) Administer the Permanent School Building Loan Fund. Definite provision should be made that no loans will be granted any county in which plans and location of building are not approved by the State Board of Education on the recommendation of the Division of School House Planning, and the Division of Surveys and Loans.

4. *The teacher load should be reduced, but any change in the allotment of teachers should not discriminate against smaller city schools or rural schools in which ideal consolidation has not been accomplished.* Abandonment of an initial basal allotment by districts would increase the teacher load in many small city schools and in rural schools unless the allotment basis were considerably lower than one teacher for every 30 pupils in average daily attendance. The teacher load can be reduced by the State Board of Education at any time more money is provided for instructional service.

HOW MUCH CAN BE DONE NOW?

How much of the recommended improvements and expansions for the schools can be accomplished on the present tax structure of the state and the local units of government?

The state is spending \$65,000,000 on its schools this year. The proposed program calls for a \$100,600,000 state contribution—\$35,600,000 increase. Total general fund expenditures for this year will be about \$96,000,000, which is a rough division of two-thirds for schools and one-third for hospitals, colleges, and all other general fund supported agencies.

Assuming the continuance of the same price and income levels for the next two fiscal years, the general fund tax schedules will produce \$126,000,000—about the same as last year. If appropriations are made up to this limit, there would be \$30,000,000 more general fund money than is being spent this fiscal year, beginning last July. Appropriating to the limit of estimated income is not recommended. Should the same division between schools

and other agencies continue to be the appropriation policy of the General Assembly, the schools would get \$20,000,000 of the increase. That is \$15,000,000 less than the recommended program will cost.

As individuals, the undersigned believe that the school improvements included in the recommended program are well worth the cost, including the additional \$15,000,000. The question of whether or not taxes should be increased at the present time, however, to provide this additional money, is eminently a matter for the people of the state to decide.

In making the decision on higher taxes the citizens of North Carolina will doubtless wish to know whether they are now taxing themselves as heavily as citizens of other states. There is, of course, no perfect way to measure how much effort in relation to their ability, the people of a state are putting into school support. The best available measure of tax effort, however, is the percentage of the total personal income of a people being currently used for school purposes.

The latest figures on total state and local taxes, and spending for schools, compiled by the United States Office of Education on a comparable basis for all states, is for the school year 1945-46. In that year North Carolina raised \$61,000,000 for its schools from combined state and local sources. This represented 2.32 per cent of the personal income of the people of the state for the calendar year 1945 as estimated by the United States Department of Commerce. The comparable percentage for the United States was 1.88 per cent. In other words North Carolina's tax effort was 23 per cent greater than the national average in 1945-46.

North Carolina's rating in this respect not only exceeded the national average, but was higher than those of all the southeastern states. Its ratio of 2.32 per cent compared with its sister states in this region is as follows: Alabama, 1.89; Arkansas, 1.87; Florida, 1.66; Georgia, 1.45; Kentucky, 1.79; Louisiana, 1.96; Mississippi, 1.74; South Carolina, 2.24; and Tennessee, 1.58 per cent.

In 1945-46 seven of the forty-eight states had higher ratios of school expenditures to income than did North Carolina. These states were Iowa, 2.38; Montana, 2.78; New Mexico, 2.61; North Dakota, 2.42; South Dakota, 2.44; Utah, 2.63; and West Virginia, 2.65 per cent.

For the school year 1947-48, North Carolina's ratio of school

taxes and appropriations was approximately 2.59 per cent. The ratio of other states has, of course, also changed, but no interstate comparisons are as yet available. Assuming the continuance of North Carolina's 1947 level of personal income, an increase of \$20,000,000 of the state's appropriation for schools would raise the ratio of school support to income to 3.2. The full \$35,000,000 increase would run the ratio to about 3.7 per cent.

North Carolina could raise the \$15,000,000 of new state taxes required to finance the proposed school improvements provided the people of the state were willing to accept the additional tax burdens. As a matter of fact, in the last pre-war school year, 1940-41, the state raised the equivalent of 3.9 per cent of its total personal income for schools, and in 1929 the comparable ratio was 4.1. Federal taxes in those years, of course, were considerably less than now.

North Carolina has for many years taxed itself more severely than the average state to finance its schools. A state in this position, however, must exercise caution in its selection of new tax sources, lest it retard the economic development upon which, in the last analysis, the future of the schools depend. In view of this feature of the state's present tax structure, and in view of the rates at which present taxes are levied, the type of taxes to which the state could safely resort to raise this additional \$15,000,000 without the possibility of harmful economic consequences is, in the opinion of the undersigned, definitely limited.

What kind of taxes would probably have to be levied?

A large part of North Carolina tax revenues, both state and local, are paid, not by individual residents, but by industrial enterprises. The state corporation and franchise and the local property tax are the chief channels through which industry makes its contribution. The available evidence indicates that North Carolina industries are already bearing a heavy burden of taxation in comparison with competing industries in other states. According to a recent study, North Carolina ranked fourth from the top in a ranking of nineteen states with respect to the total state and local tax bill of a representative hosiery manufacturing concern successively located in the city having the median property tax rate in each of these states.

Unless North Carolina is to educate a large proportion of its children for the benefit of the rest of the country, it must expand and improve its employment opportunities along with the improvement of its schools. It is only through the economic

growth of the state that the future improvement of the schools will be assured. In view of the relatively onerous load which North Carolina industries are already bearing, the undersigned believe it would be unwise to increase their taxes further. This means that the additional revenue will have to be raised through taxes which do not hit industry.

One expedient might be to raise the present rates of the personal income tax. To produce any sizeable amount of new revenue from this source, however, would require substantial increases not only in the upper income brackets, but in the middle and lower brackets as well. In this connection it should be pointed out that North Carolina now shares the distinction with Oregon of having the highest initial bracket income tax rate of any state in the nation. To raise the full amount of the additional needed revenue, it is probable that the state would have to resort more extensively than it does now to the so-called consumers excise taxes, such as taxes on cigarettes, movie admissions, soft drinks, and local utility bills.

It has been suggested that local governments are not bearing an adequate share of school costs in North Carolina, and that more revenue might be obtained through the local property tax. This suggestion is often based on the erroneous premise that state and local taxpayers constitute two separate and distinct groups. Actually, of course, the payers of local taxes are also the payers of state taxes. The farmer pays the county the property tax on his farm, and he pays the retail sales tax and other indirect taxes to the state. Corporations pay local property taxes as well as the state income and franchise tax. When the state assumed the major share of schools and county roads in the early thirties property taxes were lowered, but new state taxes were introduced and the rates of existing state taxes were raised. The combined burden of state and local taxes, far from being reduced, were in fact increased in North Carolina's effort to more adequately serve its citizens through its schools, hospitals, and other service agencies.

North Carolina is like a man of medium or a little below middle income, with a large family to educate. In the past it has spent, and must continue in the future to spend a larger part of its income on educating its children than does the state with a larger income and a smaller number of children.

The improvements suggested by the committees working voluntarily for the State Education Commission, are worth what

they will cost. They should be brought about as rapidly as possible. These improvements, in the opinion of the undersigned, can be accomplished better and more quickly by building on the foundation of the present finance system, rather than returning to the equalization plan as a means of doing this important job.

Respectfully submitted,

Dudley Bagley
Clarence Heer
R. Grady Rankin
James J. Harris
Edwin Pate
R. G. Stockton
Jule B. Warren

STUDY AND ADVISORY COMMITTEES AND CONSULTANTS TO THE STATE EDUCATION COMMISSION

W. H. Plemmons, *Executive Secretary*, State Education
Commission, Chapel Hill

Mrs. T. P. Norwood, *General Secretary*, State Education
Commission, Raleigh

Mrs. Wm. M. Britt, *Stenographer-Clerk*, State Education
Commission, Raleigh

Study and Advisory Committees

Resources

*S. H. Hobbs, Jr., Rural Sociology, University of N. C.,
Chairman, Chapel Hill

*Richard Weaver, N. C. Resource-Use Education Commission,
Vice-Chairman, Raleigh

*Mary Sue Fonville, Classroom Teacher,
Secretary, Raleigh

Stuart Chapin, Jr., City Planner, Greensboro

Mrs. H. V. Chappell, Classroom Teacher, Carthage

R. E. Coker, Director, Institute of Fisheries, Chapel Hill

G. W. Forster, Agricultural Economics, N. C. State College,
Raleigh

E. B. Garrett, Soil Conservation, U. S. Department of
Agriculture, Raleigh

Horace Hamilton, Rural Sociology, N. C. State College, Raleigh
Roy Hampton, Businessman, Plymouth

J. H. Hilton, Director, Experiment Station, N. S. State College,
Raleigh

*John E. Ivey, Jr., Director, Bureau of Research Interpretation,
Chapel Hill

Paul Kelly, State Board of Conservation and Development,
Raleigh

Clarence Korstian, Dean, School of Forestry, Duke University,
Durham

K. A. McDonald, Superintendent, Hoke County Schools,
Raeford

H. D. Meyer, Chairman, N. C. Recreation Commission,
Raleigh

Mary Van O'Briant, Department of Public Instruction,
Raleigh

* Steering Committee

Lissie Pearce, Supervisor, Martin County,
Williamston

I. O. Schaub, Agricultural Extension Service, N. C. State
College, Raleigh

Dr. Cecil G. Sheps, School of Public Health, University of N. C.,
Chapel Hill

Harold Trigg, President, Saint Augustine College,
Raleigh

Mrs. Margaret Wall, Principal, Caldwell School,
Greensboro

L. Stacy Weaver, Superintendent, Durham City Schools,
Durham

Julian Yoder, Department of Geography, Appalachian State
Teachers College, Boone

The Instructional Program

*W. Theo Dalton, Principal Curry School, *Chairman*,
Greensboro

*J. Henry Highsmith, State Department of Public Instruction,
Vice-Chairman, Raleigh

*Mrs. L. H. Hassell, Durham County Schools, *Secretary*,
Durham

Kemp P. Battle, Attorney,
Rocky Mount

D. B. Bryan, Dean, Wake Forest College,
Wake Forest

Mrs. J. Paul Davenport, Director State P. T. A.,
Pactolus

Mrs. C. E. Deane, Housekeeper,
Gibsonville

*John L. Farmer, Tobacconist,
Wilson

A. B. Gibson, Superintendent City Schools,
Laurinburg

Mrs. C. M. Hassell, Clubwoman,
Charlotte

Mrs. E. B. Hunter, President, N. C. Congress, Parents and
Teachers, Charlotte

Mrs. Nevelyn M. Jackson, Classroom Teacher,
Greensboro

W. L. Lathan, Superintendent, Swain County Schools,
Bryson City

Reba Proctor, Supervisor, Pitt County Schools,
Greenville

T. E. Story, Attorney,
North Wilkesboro

Mrs. Clarence Summers, Member, County Board of Education,
Salisbury

Willard S. Swiers, Principal, West Elementary School,
Gastonia

J. A. Tarpley, Principal, Dudley High School,
Greensboro

James S. Tippet, Author and Teacher,
Chapel Hill

Thomasine Underwood, Classroom Teacher,
West Asheville

Elementary Education

*Mrs. Gussie Parker, Principal, Clinton Elementary School,
Chairman, Clinton

*Lillian Nance, Classroom Teacher, *Vice-Chairman*,
Red Springs

*J. E. Miller, State Department of Public Instruction, *Secretary*,
Raleigh

Addie M. Cooke, Editor, *Cherokee Scout*, .
Murphy

Clyde Fields, Superintendent, Alleghany County Schools,
Sparta

*Margaret Flintom, Curry School,
Greensboro

L. C. Gifford, Editor, *Hickory Record*,
Hickory

Helen Hucles, Principal, Fayetteville State Teachers College,
Fayetteville

John T. Howell, Appalachian State Teachers College,
Boone

Dr. S. S. Hutchinson, Chairman, County Board of Education,
Bladenboro

Ella Cherry Moore, Classroom Teacher, Rocky Mount City
Schools, Battleboro

*Hattie Parrott, State Department of Public Instruction,
Raleigh

A. H. Peeler, Principal, J. C. Price School,
Greensboro

H. C. Sisk, Superintendent, Lenoir City Schools,
Lenoir
Lloyd Thayer, Principal, Elm Street School,
High Point
Madeline Tripp, Henderson City Schools,
Henderson
Mrs. R. H. Wettach, Member, Chapel Hill School Board,
Chapel Hill
Ellen Winston, State Department of Public Instruction,
Raleigh

Secondary Education

*T. T. Hamilton, Jr., Principal, New Hanover High School,
Chairman, Wilmington
*T. O. Wright, Superintendent, Oak Ridge Institute,
Vice-Chairman, Oak Ridge,
*A. B. Combs, State Department of Public Instruction, *Secretary*,
Raleigh
Amelie Ballard, Classroom Teacher,
Jonesboro
Mrs. J. R. Bennett, Housewife,
Rocky Mount
C. K. Brown, Dean, Davidson College,
Davidson
*S. E. Duncan, State Department of Public Instruction,
Raleigh
S. C. Eggers, Businessman,
Boone
Elmer H. Garinger, Associate Superintendent Charlotte City
Schools, Charlotte
Fred Greene, Secretary, N. C. Bankers' Association,
Raleigh
A. E. Manley, Dean, North Carolina College,
Durham
Mrs. Weaver Mann, Housewife,
Newton
J. D. Messick, President, East Carolina Teachers College,
Greenville
Minnie Ruth McNeil, Supervisor, Surry County Schools,
Dobson
Herbert Peele, *Editor*, *Elizabeth City Advance*,
Elizabeth City

R. L. Pugh, Superintendent, Craven County Schools,
New Bern

*F. A. Smith, Principal, Wakelon High School,
Zebulon

Roy Taylor, Attorney and Legislator,
Black Mountain

Mrs. Edith F. Winningham, College Center,
Charlotte

Vocational Education

*Harry B. Caldwell, Master, State Grange, *Chairman*,
Greensboro

*Arthur M. Bannerman, President, Warren Wilson College,
Vice-Chairman, Swannanoa

*T. Carl Brown, Department of Public Instruction, *Secretary*,
Raleigh

Dorothy Boone, Supervisor, Distrib. Ed. Charlotte City Schools,
Charlotte

Ruth Current, State Home Demonstration Agent, N. C. State
College, Raleigh

Catherine Dennis, State Department of Public Instruction,
Raleigh

J. L. Dupree, Superintendent, Bertie County Schools,
Windsor

Charles C. Dudley, Secretary, Merchants' Association,
Charlotte

Margaret Edwards, Head, Dept. Home Economics, Woman's
College of U. N. C., Greensboro

B. G. Gentry, Director of Personnel, Thomasville Chair Company,
Thomasville

W. F. Marshall, Lumberman,
Walnut Cove

Clarence Poe, Editor, *Progressive Farmer*,
Raleigh

P. B. Raiford, Industrial Secretary, Chamber of Commerce,
Winston-Salem

R. W. Robinson, Robinson Electric Company,
Charlotte

*G. K. Savage, Asst. State Supervisor, Veterans' Farmer
Training Program, Roseboro

S. B. Simmons, Agricultural and Technical College,
Greensboro

- *J. Warren Smith, State Department of Public Instruction,
Raleigh
- S. C. Smith, Supervisor, Agricultural and Technical College,
Greensboro
- *Ben L. Smith, Superintendent City Schools,
Greensboro
- Clarence Stone, Businessman,
Stoneville
- Glenn W. Swicegood, Farm Equipment Dealer,
Wilson

The Education of Exceptional Children

- *W. J. Bullock, Superintendent, Kannapolis City Schools,
Chairman, Kannapolis
- *E. N. Peeler, Principal, State School for the Blind,
Vice-Chairman, Raleigh
- *Ethel Honeycutt, Ex. Sec. N. C. League for Crippled
Children, *Secretary*, Chapel Hill
- B. N. Barnes, Superintendent, Kings Mountain Schools,
Kings Mountain
- *Paul R. Brown, Principal, Morrison Training School,
Hoffman
- W. A. Brownell, Duke University,
Durham
- Mary M. Conoly, Flora McDonald College,
Red Springs
- *D. L. Corbett, Asst. Dir. Department of Archives and History,
Raleigh
- M. H. Crockett, Principal, School for Blind and Deaf,
Raleigh
- Mrs. Kate C. Everhart,
Greensboro
- Leo W. Jenkins, Dean, East Carolina Teachers College,
Greenville
- Weimar Jones, Editor, *Franklin Press*,
Franklin
- Dr. Carl Rankin, Superintendent, N. C. School for the Deaf,
Morganton
- Dr. Irma Henderson Smathers, 610 Medical Building,
Asheville
- *Dr. C. P. Stevick, Co-Director School Health Coordinating
Service, Raleigh

Charles H. Warren, State Department of Public Instruction,
Raleigh

*W. G. Wolfe, Visiting Professor, University of North Carolina,
Greensboro

*Don C. Young, Attorney,
Asheville

Adult Education

*Mrs. T. Fred Henry, Clubwoman, *Chairman*,
Salisbury

*Russell M. Grumman, Director of Extension, U. N. C.,
Vice-Chairman, Chapel Hill

*Mrs. Mildred I. Morgan, Coordinator, Family Life Council,
Secretary, Asheville

Fate J. Beal, Attorney,
Lenoir

Mrs. Florence Cordova, Classroom Teacher,
Morehead City

J. B. Deyton, Superintendent, Mitchell County Schools,
Bakersville

P. L. Elliott, President, Gardner-Webb College,
Boiling Springs

R. E. Jones, Negro Farm Demonstration Agent, A & T College,
Greensboro

J. Paul Leagans, N. C. State College,
Raleigh

Mrs. Laura S. McCargo, Tryon Elementary School,
Tryon

Clyde A. Milner, President, Guilford College,
Guilford College

Mrs. Claude S. Morris, President Board of Trustees,
Public Library, Salisbury

Mrs. W. C. Pressley, Member, City Board of Education,
Raleigh

Mrs. Bess N. Rosa, Woman's College of the University of N. C.,
Greensboro

Flake Shaw, Executive Secretary, Farm Bureau,
Greensboro

Instructional Materials

- *M. E. Yount, Superintendent, Alamance County Schools,
Chairman, Graham
- *Mrs. Mary Peacock Douglas, Raleigh City Schools,
Vice-Chairman, Raleigh
- J. P. Booth, Superintendent, Kinston City Schools,
Kinston
- Ralph Brimley, Superintendent, Forsyth County Schools,
Winston-Salem
- Mrs. Tommie Brumsey, Principal, Currituck School,
Currituck
- Mrs. John M. Council, Housewife,
Wananish
- Nina DeBruhl, Classroom Teacher,
High Point
- C. A. Furr, Superintendent, Cabarrus County Schools,
Concord
- Mrs. W. Clifton Grady, Housewife,
Rockingham
- Wade M. Jenkins, State Board of Education,
Raleigh
- *W. B. Logan, Woman's College of the University of North
Carolina, Greensboro
- Charles Milner, University of North Carolina,
Chapel Hill
- Mrs. Ivey Moore, Housewife,
North Wilkesboro
- Lillian H. Moore, Classroom Teacher,
Weldon
- Ethel Parker, Member State Board of Agriculture,
Gatesville
- Geneva Paxton, Principal and Teacher,
Rosman
- Mrs. C. W. Stanford, Housewife,
Chapel Hill
- E. M. Thompson, Principal, Burgaw High School,
Burgaw
- *Julia Wetherington, State Department of Public Instruction,
Raleigh
- W. D. Wicker, Principal, Lee County Training School,
Sanford

Pupil Personnel and Personnel Services

- *I. E. Ready, Superintendent City Schools, *Chairman*,
Roanoke Rapids
- *Mrs. Dewey Willis, Girl Scout Executive, *Vice-Chairman*,
Fayetteville
- *Ella Stephens Barrett, State Department of Public Instruction,
Secretary, Raleigh
- Mrs. Walter B. Cole, Superintendent of Public Welfare,
Moore County, Carthage
- Mrs. J. H. Goldstein, Housewife,
Charlotte
- Mrs. Thelma Hawkins Harrill, Western Carolina Teachers
College, Cullowhee
- Mrs. Anne Maley, Supervisor, State Lunchroom Program,
Raleigh
- *Blaine Madison, Principal, Methodist Orphanage,
Raleigh
- Mrs. J. W. McGuinn, Attendance Officer,
High Point
- Holland McSwain, Superintendent, Caswell County Schools,
Yanceyville
- R. F. Moseley, Attorney and Legislator,
Greensboro
- E. A. Resch, Editor, *Chatham News*,
Siler City
- Dr. W. P. Richardson, State Board of Health,
Raleigh
- Richard Shaw, Principal, North Cove School,
R. F. D. 3, Marion
- Janie H. Simmerman, Classroom Teacher,
Fayetteville
- Mrs. R. W. Southerland, Teacher and Principal,
Rocky Point
- Nancy Usrey, Classroom Teacher,
Chadbourn
- Helen D. Wilkin, Classroom Teacher,
Oxford
- C. E. Yokeley, Classroom Teacher,
High Point

Instructional Personnel

- *Mozelle Causey, Classroom Teacher, *Chairman*,
Greensboro
- *Dennis H. Cook, Woman's College of the University of North
Carolina, *Vice-Chairman*, Greensboro
- *Mrs. Margaret McDermott, Classroom Teacher, *Secretary*,
Winston-Salem
- Elizabeth Black, Catawba College,
Salisbury
- Mrs. Tracy Councill, Classroom Teacher,
Boone
- A. C. Dawson, Principal, Southern Pines High School,
Southern Pines
- N. L. Dillard, Principal, Caswell County Training School,
Yanceyville
- Susie Faucette, Classroom Teacher, Greenleaf School,
Goldsboro
- Dwight W. Fink, Principal, Crossnore High School,
Crossnore
- J. D. Gault, Principal, Piedmont Jr. High School,
Charlotte
- *H. L. Hart, Principal, Apex Public School,
Apex
- Cora Lancaster, Supervisor, Beaufort County Schools,
Washington
- J. G. McCracken, Superintendent City Schools,
Elizabeth City
- *Mrs. A. R. Munn, Classroom Teacher,
Deep Run
- *James T. Taylor, Veterans Department, N. C. College,
Durham

Teacher Education

- *W. M. Jenkins, Superintendent, Durham County Schools,
Chairman, Durham
- *Mrs. Annie Laurie McDonald, Catawba County Schools,
Vice-Chairman, Hickory
- *James E. Hillman, State Department of Public Instruction,
Secretary, Raleigh
- Dora Coates, East Carolina Teachers College,
Greenville

H. D. Cooper, Principal, Robert L. Vann High School,
Ahoskie
O. E. Dowd, Principal Greenville High School,
Greenville
Alphonso Elder, President, North Carolina College,
Durham
Mrs. Phebe Emmons, Classroom Teacher,
Washington
G. H. Ferguson, State Department of Public Instruction,
Raleigh
J. M. Godard, Dean of Instruction, Queens College,
Charlotte
Margaret McGimsey, Classroom Teacher,
Morganton
Mrs. E. N. Howell, Housewife,
Swannanoa
*J. W. Seabrook, President, Fayetteville State Teachers College,
Fayetteville
L. E. Spikes, Superintendent City Schools,
Burlington
Floyd Woodward, Superintendent City Schools,
North Wilkesboro

Pupil Transportation

*J. J. Tarlton, Superintendent, Rutherford County Schools,
Chairman, Rutherfordton
*C. C. Brown, State Board of Education, *Secretary*,
Raleigh
Mrs. J. S. Blair, Clubwoman and P. T. A. Official,
Wallace
*Claude Gaddy, North Carolina State Baptist Convention,
Raleigh
Sam L. Gaynor, Department Motor Vehicles,
Raleigh
Mrs. Ruby Siske Gouge, Classroom Teacher,
Bakersville
C. Bruce Hunter, Principal, Dixon High School,
Dixon
O. P. Johnson, Superintendent, Duplin County Schools,
Kenansville
Raymond Lemmons, Principal, Pilot High School,
Thomasville

A. B. McRae, Member, County Board of Education,
Rowland
Sloane Payne, Superintendent, Alexander County Schools,
Taylorsville
*Craig J. Smith, Head Mechanic, Stanly County Board of
Education, Albemarle
W. J. Smith, Farmer and Merchant,
Bethel

The School Plant

*M. T. Lambeth, Superintendent City Schools, *Chairman*,
Statesville
*C. W. McCrary, McCrary Hosiery Mills, *Vice-Chairman*,
Asheboro
*W. F. Credle, State Department of Public Instruction, *Secretary*,
Raleigh
Mrs. B. B. Everette, N. C. Farm Bureau Federation,
Palmyra
Dr. W. I. Farrell, Chairman, Board of County Commissioners,
(Montgomery County), Troy
B. F. Ferguson, Mail Carrier,
Fayetteville
J. O. Gunn, Auto Dealer,
Yanceyville
Lindsay M. Gudger, Architect,
Asheville
Roy Harmon, Manager, Grace Hospital,
Banner Elk
Fred C. Hobson, Superintendent, Yadkin County Schools,
Yadkinville
Ralph Hodges, Chairman, Board of Education, Beaufort County,
Washington
Mrs. Rosaline Johnson, Lunchroom Supervisor, Massey Hill
School, Fayetteville
Knox Johnston, Lumber Manufacturer,
Mocksville
Mrs. Clara D. Mann, Classroom Teacher, Craven County,
New Bern
*J. C. Manning, Superintendent, Martin County Schools,
Williamston
*S. A. McDuffie, Principal, Paw Creek High School,
Paw Creek

T. C. Roberson, Superintendent, Buncombe County Schools,
Asheville
*H. M. Roland, Superintendent, New Hanover County Schools,
Wilmington
Julian Taylor, Sanitarian,
Newton
Charlotte Turner, Classroom Teacher,
Hendersonville
D. L. Ward, Attorney,
New Bern

Educational Organization and Administration

*O. Arthur Kirkman, Vice-President and General Manager,
Thomasville, High Point and Denton Railroad Company,
Chairman, High Point
*C. Reid Ross, Superintendent, Harnett County Schools,
Vice-Chairman, Lillington
*A. M. Proctor, Duke University, *Secretary*,
Durham
Ollie Alexander, Classroom Teacher,
Monroe
L. A. Bruton, Superintendent, City Schools,
Whiteville
*W. A. Graham, Farmer,
Warrenton
Dr. John T. Hoggard, Physician,
Wilmington
Lorimer Midgett, Businessman,
Elizabeth City
O. M. Pharr, Principal, Unity School,
Statesville
Junius Powell, Attorney,
Whiteville
*J. G. Rose, Superintendent City Schools,
Greenville
Curtis Russ, Editor, *Waynesville Mountaineer*,
Waynesville
Mrs. Mary B. Sawyer, Classroom Teacher,
Grantsboro
Colin G. Spencer, Businessman,
Carthage

The Financial Program for Public Education

*Arch T. Allen, Jr., Attorney and Legislator, *Chairman*,
Raleigh

*Randolph Benton, Superintendent, Wake County Schools,
Vice-Chairman, Raleigh

*Albert Keister, Woman's College of the University of North
Carolina, *Secretary*, Greensboro

B. W. Davis, State Highway and Public Works Commission,
Raleigh

*Curtis Ellis, County Auditor,
Nashville

C. A. Fink, President, State American Federation of Labor,
Spencer

John B. Harris, Editor, *Stanly News and Press*,
Albermarle

R. P. Holding, President, Citizens Bank,
Smithfield

Dr. J. H. Hutchins, Dentist,
Marshall

Mrs. Mabel Evan Jones, Housewife,
Manteo

J. H. Knox, Superintendent, City Schools,
Salisbury

C. B. Martin, Oil Distributor,
Jamesville

Max Parrish, Personnel Director, Firestone Company,
Gastonia

Dean Pruette, Principal, High Point Jr. High School,
High Point

Dr. D. J. Rose, President, National School Board Association,
Goldsboro

*W. E. Rosenstengel, University of North Carolina,
Chapel Hill

H. A. Scott, Farmer and President State School Board
Association, Haw River

Mrs. Ruria Shelton, Classroom Teacher,
Raeford

J. H. Wheeler, Vice-President, Farmers and Mechanics Bank,
Durham

CONSULTANTS TO STUDY AND ADVISORY COMMITTEES AND THE STATE EDUCATION COMMISSION

Edgar L. Morphet, General Consultant, State Department of Education, *Chief Consultant*, Tallahassee Fla.

John E. Brewton, Director, Division of Surveys and Field Services, George Peabody College, *General Consultant on Instruction*, Nashville, Tennessee

William S. Taylor, Dean, College of Education, University of Kentucky, *General Consultant for Teacher Education*, Lexington, Kentucky

R. L. Johns, Director, Division of Field Studies, University of Florida; Research & Field Studies Specialist, Florida State Department of Education, *General Consultant for Organization, Administration and Finance*, Gainesville, Fla.

Walter D. Cocking, Chairman, Board of Editors, American School Publishing Corp., *General Consultant*, New York, N. Y.

Elbert B. Norton, Deputy Commissioner, U. S. Office of Education, *General Consultant*, Washington, D. C.

T. G. Pullen, Jr., State Superintendent of Public Instruction, *General Consultant*, Baltimore, Maryland

O. C. Aderhold, Dean, College of Education, University of Georgia (Vocational Education), Athens, Ga.

H. F. Alves, Assistant Director, Division of School Administration, U. S. Office of Education (Organization and Administration), Washington, D. C.

Louis E. Armstrong, Acting Head, Division of Secondary Education, George Peabody College (Secondary Education), Nashville, Tennessee

James R. Coxen, Assistant Director, Program Planning Branch, Division of Vocational Education, U. S. Office of Education (Vocational Education), Washington, D. C.

E. Glenn Featherston, Specialist for Pupil Transportation, U. S. Office of Education (Pupil Transportation), Washington, D. C.

Bess Goodykoontz, Assistant Commissioner, and Director of Division of Elementary Education, U. S. Office of Education, (Elementary Education), Washington, D. C.

R. W. Gregory, Assistant Commissioner for Vocational Education, U. S. Office of Education (Vocational Education), Washington, D. C.

Ray Hamon, Chief, School Housing Section, U. S. Office of Education (School Plant), Washington, D. C.

L. D. Haskew, Dean, College of Education, University of Texas (Teacher Education), Austin, Texas

Galen Jones, Director, Division of Secondary Education, U. S. Office of Education (Secondary Education), Washington, D. C.

Elise H. Martens, Chief, Division of Exceptional Children & Youth, U. S. Office of Education (Education of Exceptional Children and Youth), Washington, D. C.

Wm. A. McCall, Professor, Teachers College, Columbia University (Instructional Personnel), New York, N. Y.

W. D. McClurkin, Assistant Director, Division of Surveys and Field Services, and Professor of Educational Administration and Finance, George Peabody College (Finance), Nashville, Tenn.

Charles R. Spain, Professor of Elementary Education, University of Kentucky (Elementary Education), Lexington, Kentucky

Orville W. Wake, Director, Elementary Education, State Department of Education (Instructional Materials), Richmond, Virginia

George B. Zehmer, Director, Division of Extension, University of Virginia (Adult Education), Charlottesville, Va.

Franklin R. Zeran, Specialist for Counseling Pupil Personnel and Work Programs, U. S. Office of Education (Pupil Personnel and Personnel Services), Washington, D. C.

THE GRAPHIC PRESS, INC., RALEIGH, N. C.